

AUG 2 1948

THE AMERICAN

School Board Journal

A PERIODICAL OF SCHOOL ADMINISTRATION

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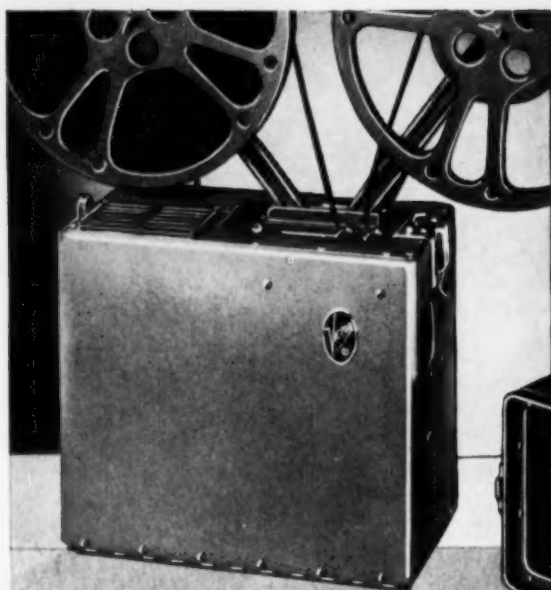
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- ★ Custodial Training Programs — *Viles*
- ★ Shall the Prospective Superintendent
Question the School Board? — *Gray*
- ★ Some Experiences Gained Under School
Consolidation in Utah — *Lambert*
- ★ The Maintenance of School Buildings — *Scherer*
- ★ Custodial Personnel Administration — *Phay*



VOLUME 117, NUMBER 2

AUGUST, 1948



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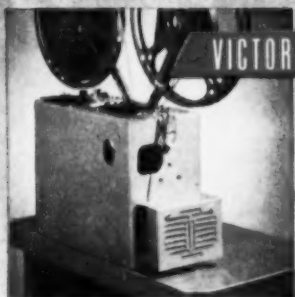
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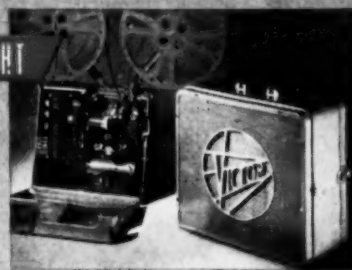
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THE AMERICAN School Board Journal

A Periodical of School Administration

Published on the first day of the month by

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The contents of this issue are listed in the "Education Index."



When Shall Schools Build?

Boards of education have been extremely puzzled during the past three years when they should begin school-building construction. Literally several thousand plans of school buildings are in mothballs awaiting the "Go Sign" for letting contracts and beginning construction.

Will building costs rise very sharply? Will there be a recession within the next few years? Is the well-considered opinion of the best informed building experts that school-building programs should be prosecuted immediately where there is a real need for building space? The social and educational needs of the community should be balanced against present costs with emphasis on the deeper educational and social values to be achieved.

There is evidence that in many communities firm contracts can be had, that there is a flattening out of the costs of materials and equipment, and that labor is not inclined to be extreme in its demands for higher wages. In other words, we are approaching a period when increases are very moderate.

There is no evidence that costs will drop in the next two or three years. In each instance, the school board must determine whether the children can wait and whether the present costs offset the loss in educational returns to be achieved from buildings which fight the growing instructional programs.

We believe that school-building projects should be carried forward vigorously where needs exist. To wait is fatal.

WM. C. BRUCE, *Editor*



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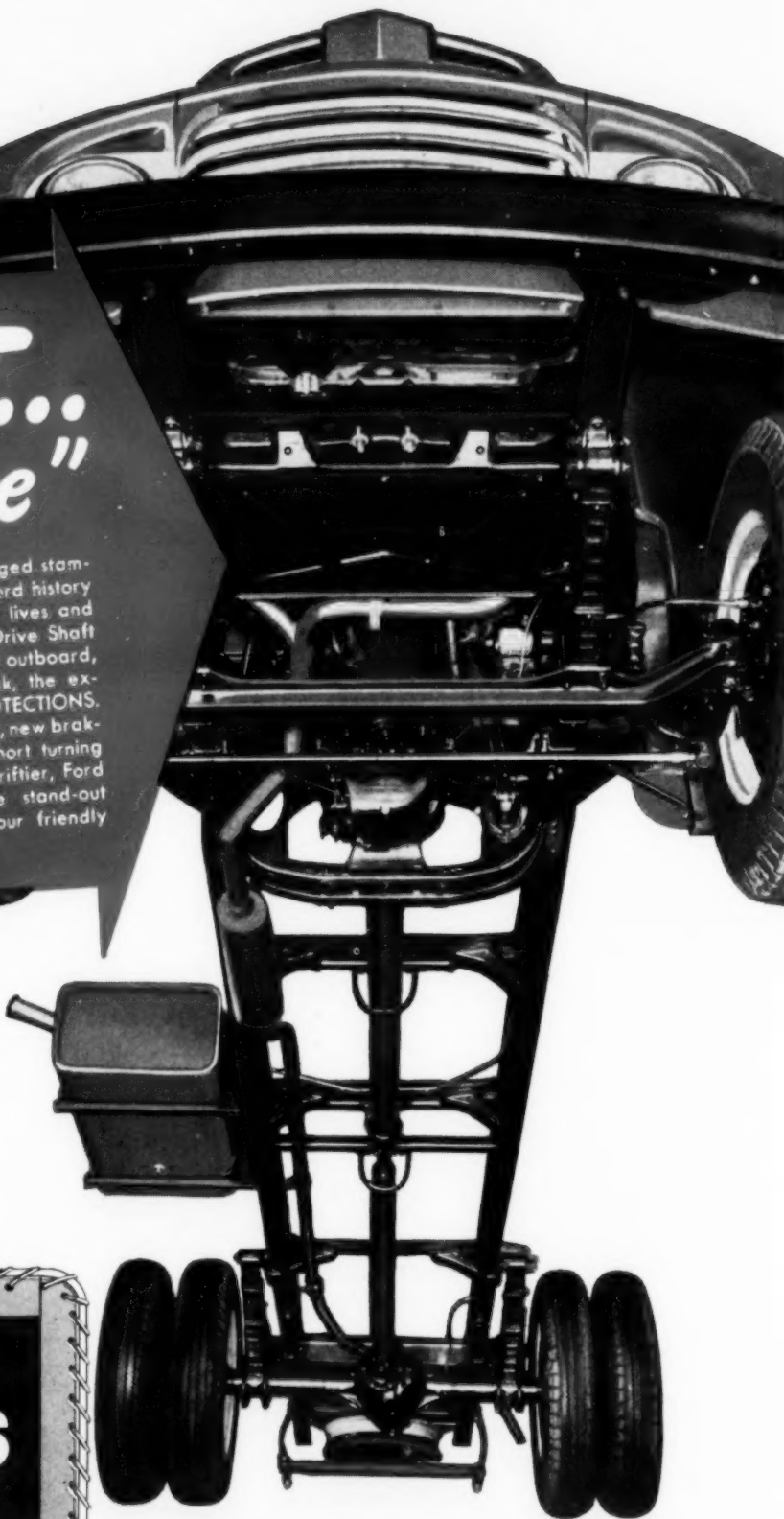
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Cheyenne, Wyo.



"Webster's Dictionary definition of word 'Bonus'—'Something given in addition to what is usual or strictly due.'"

THE AMERICAN School Board Journal

Volume 117, No. 2

AUGUST, 1948

Subscription, \$3.00 the Year

The Areas of School Board Action

Harlan L. Hagman¹

(Part II concluded from July)

The tasks of school boards have grown as American public schools have grown from early schools simple in organization and limited in offering to the modern schools of wide and varied curricular offering. The role school organization of the board of education can be identified through analysis of its legal status, original and acquired function, common procedure, and the nature of democratic government in this country. Through such analysis, six large areas of action can be recognized. Within those areas are the responsibilities of the school board. The areas overlap and activities are sometimes common to several areas but the placement of responsibilities serves a useful purpose.

The Area of Legislation

The view of the board as a lawmaking body fixes it as the authority for local regulation, policy, program, and procedure within the framework of state school law.

Because local school districts have very considerable autonomy, it is the large policy-making power which is both the great strength and the great obligation of the school board. The policy-making function is the core of board activity and all other functions are necessarily subordinate in varying degree.

Policy is of two origins. It may be *made* by board declaration and appear positively in official statements of policy, records of board actions, and contract stipulations, or implicitly in school board codes and the individual utterances of board members. Policy may be *developed* through the cumulative effect of board experiences with a recurring problem.

Made policy is desirable since it comes about through positive action and presumably after careful consideration of the problem and the probable effect of the policy when adopted. It may be short term in nature although the adoption of long term policies adds to the stability and efficiency of the school organization.

Developed policy may not always be recognized as policy though all experienced board members know how frequently current problems are met by repeating the action employed in similar circumstances at an earlier time. Often without more than slight consideration at any time, the policy of the board becomes that of following precedent although the original action was conceived of as applying to a given situation at one time only. As far as the local board is concerned, developed policy perhaps unrealized as policy, is law not made but acquired. To execute its policy-making function, the board should examine its developed policy and then either adopt it formally or reject it as an influence on board decisions.

Policy making involves both board policy and local school policy. Board policy governs the actions of the board and its members and establishes routine and procedure other than that provided for by state law. Local school policy governs general operation and fixes the pattern of organization under state law covering operation and organization. Such matters as salary and employment, supervisory organization, curricular provisions beyond the minimum required by the state, discipline of students,

nonschool use of buildings and grounds, provision of textbooks and supplies, assignment of responsibility to school personnel, attendance districts, and school public relations may be placed under policies adopted by the board to govern local school organization and operation.

Sometimes within and sometimes without the policy-making activity of the board is legislative action calling for reports to the board from school personnel and from committees or individuals of the board. The directive may be contained in the authorization of or the causation of an investigation, special action, or extension of the authority of persons acting for the board. If the requirement is a continuing one calling for a particular kind of report at stated intervals or under certain circumstances, the requirement becomes a part of local school or board policy.

General Regulations

The formulation of general regulations of the school system is a task of the school board although professional personnel may be called upon for proposals and assistance. If a regulation is considered as continuing in effect, it reflects, alters, or is contained in school policy.

By board legislative action, procedure in the operation of the schools is established. The procedure may be that necessary to put into effect the school policies adopted by the board or it may be procedure authorized as a method of accomplishing a temporary purpose or of meeting a temporary need. The action of the board is legislative but not necessarily policy making.

Actions approving or directing curricular change are in this area. The limiting factor of board activity is the state law but within that limitation the board may establish new courses, authorize modifications in old ones, permit special introductions such as safe driving classes or religious instruction in school time by nonschool persons, and approve or disapprove curricular study and experimentation by the professional staff.

Along with the policy-making and regulating actions, the board sets up standards of performance for school employees. Its approval or disapproval of the work of teachers and others in the school system may be expressed without the establishing in the school policy of defined standards. But whether the board's concept of satisfactory performance is expressed or only implied, the determining of standards of performance is a board function in the area of legislative activity.

The authorization of any action whether the authorization is contained in school policy and therefore not the result of special board action or granted by such special action is legislative in nature. The passing or other disposal of any resolution to whatever purpose is likewise an action in this core area of board activity.

Whenever the board as the embodiment of local school government expresses its will through policy, resolution, directive, or other means by legal process in legal board meeting, the board is acting within the principal area of its functioning. The school board is a lawmaking body with great powers and great responsibilities.

¹Associate Professor of Education, Drake University, Des Moines, Iowa.

The Area of Compliance

The requirement of the board's acting under the state school authority is clearly to be recognized in the compulsions of the state government upon board action. Compliance with state law is the basis for many activities involving the reporting and the causing of reporting to the state departments of public instruction. Reports in compliance with state requirements include statements of school finances, budget, attendance, days of session, teaching of prescribed courses, personnel employed, school election results, transportation, claims for state aid, special services, and other aspects of school operation in which accountability to the state is a direct concern.

Any action by the local board to insure the observance of state school law and directives of the state educational authority is within the area of compliance activities although the action may be in the legislative or other area also. Steps taken by the board to secure compliance with state law concerning the curriculum may be inspectional. Board procedure in agreement with legal requirements may be seen as operational while being in the areas of execution and compliance as well. All concerns of accountability and liability result in actions in the area of compliance though any given action may be at the same time in other areas. Legal publication may be taken as a case in point.

The area of compliance activities is an important area of board function and local school policy and board policy are based in it. It is here local school authority resides.

The Area of Inspection and Observation

Although the board should expect the schools to be operated by trained and competent professional personnel, the duties of inspection and observation are board obligations. The board, and not the employed personnel of the schools, is charged with the final responsibility for the satisfactory operation of the schools.

Inspecting activities may be formally or informally carried on. The board may constitute itself a committee of the whole to inspect school buildings and school projects. Individual members may visit schools informally. Because of the complexities of the modern educational program, the inspecting activity in that respect may have to be confined to the reports of the school staff. The obligation to inspect the schools, despite the necessity to rely often on professional advisement, is nevertheless real. Compliance with state law, school policy, and board directive must be ascertained and that can be done only through inspectional activity whether directly by visits or indirectly by reports. In its inspections, the board represents the state and the community, and the concerns of both for the education, comfort, health, safety, and happiness of the school population are the concerns of the board. Likewise, the community's and the state's assignment to the board of responsibility for the business affairs of the schools makes such inspecting activity as the auditing of all accounts a function of the board.

Not always distinguishable from inspectional activities are the activities which might be called observational since the intent is to acquire information and understanding rather than to insure compliance with directives. Since the board cannot carry on its governing activities ably without an acquaintanceship with the school problems it must meet, observation of the schools is imperative. Such observation is preliminary to planning and to the execution of programs of improvement. The evaluation of the work of the schools by whatever means the board chooses to employ may be inspectional at some times but always observational. Tours of school buildings are desirable either as inspecting or as observing trips and they should be made annually or more often. Such tours do not need to be limited to the school buildings in the jurisdiction of the board. There is a need for knowing how local schools compare in program and facilities with other schools and for understanding how other districts are meeting their problems. If the improvement of the ability of the board to carry on board functions is thought an obligation, the observational activities in the area of inspection and observation must be considered important.

The Area of Execution

The board becomes an executive body at times when legislating, directing, authorizing, inspecting, and observing do not meet the needs of the occasion. The will of the board must be determined by the board which then may find it necessary to execute the desire it has indicated. While ordinarily reliance should be placed upon the superintendent of schools for actions executing the will of the board, it is clear that the employment of the superintendent is a matter for executive action by the board. Similarly, the employment of a board secretary and auditors of school accounts is executive activity. Other situations require similar activity although the executive nature of the task may be disguised by other considerations. Contractual operations such as in bonding, building, and other actions, and certain activities involving the proposal and administration of the budget involve executive activities of the board. The handling of petitions and the receiving of delegations may be an executive activity in whole or part. In short, while the board is not an executive body, it does have executive functions.

The Area of Operation

Closely related to the area of execution is the area of activities by which the board carries on its operation as a governing body. The activities involve the execution of meeting procedure, the election of board officers, the voting on motions before the board, the recording of board actions, the keeping of records, the scheduling of meetings, the setting up of board policy, and all other activities through which the board attends to its business. Since this is the area of the machinery of board action rather than that of the action itself, it may appear that this should be regarded as relatively unimportant. But while operational activities are in themselves not important, they make possible the significant actions of legislation, compliance, inspection, observation, execution, and interpretation and thus are important to the whole function of a board of education. Concern with this area of board activity is the key to the improvement of the efficiency of the board in handling its business.

The Area of Interpretation

In the area of interpretation, the board stands between the community and the school. On the one hand, the obligation of the board members is to represent the community as its elected spokesmen by interpreting community need and desire to the school personnel. On the other hand, the obligation is to make an accounting of the school to the people of the community. The local character of the American public schools, despite basic state authority, places the schools as close to the people as the school boards permit.

Interpretation of the objectives and programs of the local schools to the community and educational leadership of the community are necessary if the educational enterprise is to exert a strong effort toward the improvement of living in the community. The activities of the board in interpretation must involve leadership and stimulation as well as explanation and justification.

The school public relations activities carried on by the board or by its authority are important concerns. Newspapers, published reports, informational meetings, parent-teacher organizations, demonstrations and exhibits, teacher and community relations, public forums, budget hearings, pupil relations with the schools are all aspects of school interpretation and may involve board activity.

Aside from school-community and community-school interpretation, there are board activities of interpretation between community and state and state and community as well as between school district and school district.

Interpretation begins with the board's own understanding and is translated into leadership under a concept of democratic representative government. Activities of interpretation are, with those of legislation, compliance, inspection and observation, execution, and operation, important activities of boards of education in American public schools.

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Custodial Training Programs

N. E. Viles*

Adequate school custodial services are vital to the health, safety, and general welfare of the pupils. They are of equal importance to the smooth operation of a school program. Such services are most easily obtained with alert capable custodians who are familiar with the principles of schoolhousing; and who know what services are essential; and why, how, and when their various duties are to be performed. School custodial services include a series of tasks and duties requiring differing techniques, skills, and abilities for proper performance.¹ Previous nonschool work experiences do not fully qualify the custodial applicant to render the school services desired, and preservice training possibilities are limited or nonexistent for most prospective school custodians.

Poor custodial service is costly in time and money and in its lack of efficiency. School custodial service can be materially improved by establishing standards for the types of services desired and by requiring all custodians to take definite training that will qualify them to render such services. Custodial self-training through a trial-and-error method is slow and costly, and it is essential for the schools and/or state to make available other more efficient training opportunities.

Principles of Custodial Training

Preservice training is desirable and inservice training of some type is almost a prerequisite to acceptable service from most custodial employees. The basic training program should include a series of courses or classes beamed toward a recognized completion point for the enrollees. These programs should be so organized that each course or unit offered is an integral part of and contributes to the completion of the total program. The courses should be in definite units set up in a progressive series and recognition given for the completion of each unit or series. Upon the completion of each unit or series, the custodian should have the satisfaction of knowing that he has completed another unit in his training program. Each custodian should have a perspective of the total training programs that he may plan his own courses. Each of the basic courses or segments thereof should be organized around specific or related areas of work. Other general or refresher courses may be offered for those who have completed their programs but now wish to return for a review. Each

part of the training program should be planned to assist the custodian in developing a more comprehensive knowledge of his responsibilities and obligations, a sense of belonging as an important part of the school system, and a pride in craftsmanship and accomplishment.

Various methods of instruction may be used in custodial training programs. Occasional lectures by specialists in certain areas have merit. However, more satisfying results seem to be obtained when class instruction is combined with demonstration and enrollee participation. Leaders or instructors should understand custodial problems and should be able to speak in terms common to the enrollees. In most cases, it has been found desirable to select competent custodians and engineers, and to train them to serve as squad or class leaders and instructors.

Types of Training Programs

There are several types of custodial training practices. In too many cases the training is fragmentary. The units or courses provided may have value, but are not made a part of an over-all training program. Custodial interest is most easily maintained with comprehensive programs where each unit of training is a sequential step toward the major objective of acceptable or complete competence for each custodian.

Apprenticeship Training. Each man works as an understudy with another man. Thus, he may copy both good and bad practices. The training process is slow but may produce excellent results if the apprentices are assigned to work with competent master custodians. It usually produces better results when coupled with some class instruction.

Custodial Conferences. Group custodial conferences give the custodians an opportunity to exchange ideas and may have much inspirational value. Occasional conferences may be of value in bringing together at central points custodians who are enrolled in various training courses over an area. The conferences as such do not provide a complete training program and offer little specialized training.

Spiral Schools. These earlier schools, now disappearing, were designed to provide in one package a little training in all areas for the custodians attending. They lacked continuity, and since they were often repetitious custodians did not wish to attend more than one or two sessions.

Part-time or Night School Courses. These courses have merit and possibilities if organized and taught as integral parts of a comprehensive training program. Un-

less carefully planned, the isolated courses become an end in themselves and the custodian will be denied the opportunity to obtain some of the training desired.

Training Centers. The training centers with practice buildings and a continuing staff of instructors provide one of the best training programs now available for large cities. The establishment of such centers is not practical for small cities and probably not economical except for short periods of time (summer vacations) for average sized cities.

Organized Comprehensive Continuing Schools. These schools seem to offer the greatest latitude, and to hold the interest of custodians better than do other types of training programs. The courses are organized on a sequential basis. Each custodian can plan his progress through the various courses or units. Recognition is given upon the satisfactory completion of various units of the program; and upon completion of the described number of units, the approval of the custodian's supervisor, and an acceptable inspection report that the custodian is awarded a Certificate of Merit or other suitable recognition.

The various units of this comprehensive program may be taught through the short or part-time courses, the training centers previously mentioned, or in central schools where all men of an area can assemble for about one week for specific training. In many cases the part-time courses serve as extensions of or feeders to the central school. The central school is often held during the summer months. It offers one of the best means of providing a complete diversified training program for rural and small city custodians. Several courses are offered during the week at each central school, but each custodian devotes full time to one course which he may complete during the week. Some of these programs are organized on a state-wide basis with central schools held at several places in the state each summer. Custodians who wish may attend more than one central school each year, thus hastening the completion of their training programs. Boards of education usually grant time off for school attendance and often pay the travel and living costs for the men attending the central schools.

Training Program School Units or Courses

The following course outlines are a composite of some of the courses now being offered, plus a few recommended changes. They are not intended to be all inclusive. They should provide suggestive patterns to administrators and others who contem-

*U. S. Office of Education, Washington 25, D. C.

¹Hynds, Harold D., "In-service Training School," Bureau of Plant Operation and Maintenance, New York City, p. 32.

plate organizing over-all custodial training programs. In some schools each of the units outlined here requires 20 to 25 clock hours of class training for in-service training. Slightly more may be required for preservice classes. When using a combination of instruction, demonstration, and participation teaching methods, class sizes should be limited. In some schools about 8 of the 11 units are required for completion or graduation for each custodian. It may be desirable to consider certain courses such as those outlined in Units 1, 2, 3, 6, 7, and 9 as basic units to be required for all custodians, permitting them to elect from the other courses to complete their training programs.

UNIT 1

The Custodial Program, Organization, and Administration

1. The school plant and the educational program —
Importance of custodial service in safety, health protection, and to educational program
School housekeeping a co-operative undertaking
2. The school custodian —
Qualifications, age, physical ability, character, education and specialized training, skills and abilities, dress and appearance, responsibilities and obligations
3. Public relations with —
Teachers, pupils, the public
4. Custodial employment —
Basis for selection, promotion, tenure, hours of work, salary scales
5. Organization for custodial service —
Line of authority, supervision, work load assignments
6. Rules and regulations for custodial service —
Custodial co-operation, codes of ethics
7. Control of supplies and equipment
8. Custodial service and care of the plant —
Care of the plant for special events, school and nonschool
Week end, holiday, and summer protection of plant
9. Supervision of toilet rooms, playgrounds
10. Evaluating custodial services —
Use of a rating scale

UNIT 2

Housekeeping I

General Housekeeping Problems

1. Principles of school housekeeping —
Effects on pupils, on morale
Importance of sanitation
2. Use of housekeeping and cleaning tools —
Brooms, brushes, mops, dusters, pans, pails, wringers
3. Using cleaning supplies —
Soaps, acids, caustics, abrasives, special cleaners
4. Care and storage of supplies and equipment
5. Cleaning glass
6. Cleaning blackboards, erasers
7. Use of disinfectants, deodorants, and fumigants
8. Cleaning floors —
Sweeping, brushing, using dust mops, wet mopping, vacuum cleaning

9. Cleaning walls
10. Developing school co-operation in housekeeping

UNIT 3

Housekeeping II

Floor and Special Area Cleaning

1. Cleaning methods and tools for —
Floors of various types and conditions
2. Cleaning classrooms —
With fixed seats, loose seats, tables and chairs
3. Cleaning corridors
4. Cleaning gymnasium floors
5. Cleaning dressing rooms
6. Cleaning auditoriums
7. Care of toilet rooms —
Control, cleaning fixtures
8. Cleaning swimming pools
9. Cleaning shops, homemaking units, cafeterias, and laboratories
10. Mopping floors —
Methods, frequency

UNIT 4

Heating and Ventilation I

Heating and Ventilating Systems, Fuels, and Combustion

1. Heating —
Principles of transfer, diffusion, temperature ranges
2. Heating system types —
Steam one pipe, two pipe, vapor vacuum, fan blast, split, hot water, radiant, hot air
3. Heat generators —
Hot air furnaces, steam boilers (low, high pressure), updraft and downdraft
4. Factors in heating efficiency —
Temperature control, diffusion, humidity, heat loss, radiators, location, types
5. Ventilation —
Principles, types of systems, air flow, conductors, controls
6. Combustion —
Principles, requirements for, products of, control, nature of fuels
7. Fuels —
Coal: types grading, rating, moisture, burning tendencies
Other fuels, ratings
8. Temperature control —
Central systems, zone, local
9. Heating plant efficiency —
Demands, loading, rating in E.D.R. or B.T.U. output
10. Miscellaneous items —
Degree day, sensible heat, stoking systems, etc.

UNIT 5

Heating and Ventilation II

Operation and Care of Heating and Ventilating Plants

1. Firing the furnace —
Problems, temperature variations, fuel variation, school needs, types of fuels
2. Firing methods —
Hand tools, fuel bed
Stoker feeds, control, oil, and gas firing
3. Control of draft; dampers (type and use)
4. Control of various firing problems —
Ash bed, ash removal, clinkers, smoke control, starting fires, banking
5. Controlling temperature regulators —
Operating ventilating fans and dampers
6. Care of flues, grates, draft intakes, com-

bustion chamber airflow, chimney draft, breechings

7. Control of boiler water —
Foaming, priming, testing, treating water level
8. Care of distribution system —
Radiators, unit heaters, traps, pumps, fans, ducts
9. General care of heating system —
Putting into service, laying up furnace and boiler repairing
10. Care of hot water heaters, of incinerators

UNIT 6

School Plant Safety and Fire Protection

1. The schools' responsibility for pupils and property protection
2. The custodian's obligations and responsibilities in safety and fire protection —
Keeper of the keys, in charge of service facilities, custodian of property
3. Custodian's safety —
Ladders, window belt, around machinery, electric service, handling heavy objects, handling tools, in furnace room, suitable clothing for job
4. Improving pupil safety —
Slick floors, corridor blocks, exits, stairways, playground equipment and surfaces, walks and fences, in shops
5. Classes of school fires —
Fire losses, nature of fire, obligations to control
6. Controlling specific hazards and hot spots —
Electric hazards, spontaneous combustion, exposure, trash
Furnace rooms, basements, attics, roofs, laboratories, shops, kitchens, auditoriums, store, and supply rooms
7. Housekeeping practices and fire prevention
8. Custodial participation in pupil evacuation —
Fire alarms, exits, clearing building, stopping motors
9. Fire extinguishment —
Types of extinguishing agents and extinguishers, location, use of sprinkler heads, location, care
10. Custodial inspection of fire hazards —
Daily and periodic checks, use of check list

UNIT 7

Special Problems in Plant Care

1. Planting, protecting, trimming and summer care of trees, shrubs, and hedges
2. Seeding, watering, mowing, protecting lawns
3. General care of yards —
Surfacing, leveling, drains, fences, care of yard tools
4. Care of electric and lighting services —
Wiring, extension cords, motors, heaters, fusing
Lighting service, care of lamps
Current consumption
5. Care of window shades —
Hanging, cleaning, control, roll shades and Venetians
6. Care of the flag
7. Care of furniture —
Tightening seats, removal of splinters, polishing, furniture arrangement in rooms
8. Caring for statuary, pictures, trophy cases
9. Removal of ice and snow on walks
10. Miscellaneous helps —

Stain removal, glass breakage, paint removers
Grease spots, gums, paste on blackboards

UNIT 8**School Floors, Treatment, Rejuvenation**

1. School floors, desirable characteristics
2. Types of school floors —
Wood types, patterns
Masonry — natural stone, manufactured stone concrete, terrazzo, magnesite, tile
Composition — rubber, linoleum, cork, asphalt
Rugs and carpets
3. Cleaning floors —
Scrubbing — tools, materials, methods
Dry cleaning — steel wool, scrapers
4. Conditioning and reconditioning wood floors —
Smoothing surface — sanding, scraping, buffing
Filling — pores, cracks
Use of floor oils
Floor seals — penetrating, surface, methods of applying
Application and care of various types of floor waxes
5. Maintaining masonry floors —
Concrete
Resurfacing, hardening, sealing
Terrazzo
Sealing, protection
Tile floors
Treatment
6. Maintaining composition floors —
Linoleum, cork, rubber, asphalt, other
7. Care of built up gymnasium floor surfaces —
Lining, sealing, preparing for other than gymnasium use, removing rubber burns
8. Care of special floor surfaces —
Kindergarten, stairs, ramps
9. Maintenance standards for school floors

UNIT 9**Planning the Work Program**

1. The importance of a work program —
Job planning, economical use of time
2. Responsibility for program planning —
Custodian, principal, superintendent (of buildings)
3. Listing tasks on basis of —
Frequency of performance, seasonal, time of day or week if fixed
4. Establishing time requirements for various tasks —
Each performance, or per day or week for recurring tasks
5. Preparation of trial schedule —
Intermingling of daily and periodic tasks
Routine per day, per week
6. Revising work program schedule —
Get approval
Allow for variations
7. Keeping custodial work records —
Job repair
Job time records
8. Maintaining general records on —
Utility layouts, utilities consumption
Stock inventory, requisitions, goods received
Heat records, fuel consumption
9. Preparing reports on —
Breakage, repairs needed and made



DR. HERBERT B. BRUNER ELECTED AT MINNEAPOLIS

Dr. Herbert B. Bruner, for the past five years superintendent of schools at Oklahoma City, Okla., has been elected to replace Willard Goslin in Minneapolis, Minn.

Dr. Bruner, a native of Missouri, received his professional education in Central College, Fayette, Mo., received his A.M. degree from Missouri State University and his Ph.D. degree from Columbia University in 1925. Following his graduation he taught in several Missouri school systems. In September, 1916, he was elected superintendent at Lathrop, Mo., but in February, 1918, he was named acting professor at the University of Arkansas. In September, 1918, he resigned to accept the superintendency at Okmulgee, where he remained until 1924 when he became associate in curriculum research in Teachers College, Columbia University. In 1929 he was named professor of education at Teachers College and codirector of the curriculum laboratory. In 1941 he was elected head of the Department of Education of the Exceptional at Teachers College, where he remained until July, 1943, when he became superintendent of schools at Oklahoma City.

Dr. Bruner is a member of the American Association of School Administrators, the National Education Association, and the Oklahoma Association of School Administrators. He has been a member of the Commission of Education for Correctional Institutions in New York State, a member of the board of directors of the National Curriculum Society, a member of the 1947 Yearbook Commission of the AASA, and a member of the staff which conducted surveys of school systems in a number of American cities.

UNIT 10**Maintenance and Repairs I***Interior Repairs*

1. Scheduling the repair program —
Determining need, establishing priority and time schedules
Assembling tools and materials needed
2. Repairing furniture —
Replacing parts, resurfacing, refinishing
3. Repairing floors, windows, doors —
Floors
Wood, masonry, composition
Windows and doors
Adjustment, replacement, weather stripping, calking, storm, screens
4. Retreading and resetting stair nosings, banisters, handrails
5. Painting —
Schedules, types of paints used, methods of applying
6. Controlling termites —
Detection, controls, prevention, extermination
7. Repairing interior walls and ceilings —
Plaster, fiber and acoustical tile boards
8. Repairing building hardware —
Closers, stops, locks, latches, panic hardware
9. Making tools, cases, equipment —
Shelves, window jacks, scooters

10. Miscellaneous repairs —
Charging fire extinguishers, stage equipment

UNIT 11**Maintenance and Repairs II***Exterior, Mechanical Repairs, Shop Controls*

1. Pointing, waterproofing, underpinning foundations
2. Repairing walls —
Removing alkaline spots, waterproofing, pointing, resetting copings
3. Miscellaneous exterior masonry repairs or replacements, walks, curbs, gutters, setting flag pole, incinerators
4. Repairing roofs, gutters, downspouts —
Resetting flashing, painting parapets
5. Plumbing repairs —
Drains, repairing or resetting fixtures, setting valves
6. Making electric repairs —
Auxiliary wiring, trouble lamps, clocks, bells
7. Heating and ventilating repairs —
Furnace, replacing boiler flues, pumps, leveling lines, pumps, fans
8. Erecting, repairing playground equipment, setting fences, backstops
9. Surfacing playground areas
10. Administering the repair program —
Central shops, roving crew vs. use of local building men

The scope of the complete training program makes it difficult for the small town to organize and carry out a diversified offering. For this and other reasons it seems desirable to organize state or area (city or other) training programs. State departments of education and/or state institutions are in a position to and should accept the responsibility of organizing and directing the state-wide programs. Local short or part-time courses may be made integral parts of this state or area-wide program. When properly organized, reimbursement of certain costs of instruction for these courses may be made available from vocational funds.

School administrators who are interested in better custodial service have a means of providing at least a part of the improvement desired. This improvement will not come until custodians are trained through some means to help make of each school plant a safe, comfortable, convenient, attractive school home for each of its occupants.

THE SCHOOL LIBRARY

The administrator realizes the success of the educational program and the purposes of education are basically tied up with the ability to read, so everything possible should be done to develop the reading skill. Therefore, the school administrator recognizes, in the school library, a powerful force for the improvement of reading ability among pupils; in assisting in the development of discrimination, tastes, and appreciation in personal reading interest; in establishing the reading habit; in reading for study and fun. It is evident the school administrator views the elementary school library as a source of decided benefit to the entire educational program, for when there is a library, there is the open door to the enrichment and the implementation that make for reading growth and educational competency.—
Herold C. Hunt, Chicago.

Shall the Prospective Superintendent Question the School Board? *C. D. Gray¹*

Should the superintendent applying for a position question the school board which is considering him for appointment as chief school executive? Has he a right and a duty to know something about the educational situation into which he may be projected? Should his questions relate to more important matters than salary, length of contract, and other immediate but superficial interests?

Contracts in every area of social experience are good to the extent of mutual benefit derived by the parties concerned? Will a contract under consideration lead to opportunities for the betterment of local school services and also for the professional growth of the superintendent?

In some circumstances pre-employment interviews reflect the attitude that the school boards are conferring favors by granting contracts. In the employment of a superintendent there can be no element of a favor unless there is favoritism or the person elected is distinctly a person of less competence than the position deserves.

Chief administrators should be companions of equality with community leaders elected to serve on boards of education. Great inequalities in competence between administrators and boards tend to invite friction.

An administrator seeking an interview with a board should not consider himself an applicant for the position until after the first interview. The board may consider the man as an applicant during the first interview because they have the advantage of previous investigation. The first interview is a joint inquiry into the quality of service that might result from working together on the educational problems of the community.

A good board of education will conduct a serious inquiry into each applicant's qualities. A good superintendent should make equally serious inquiry into the educational environment into which he may be projected. He not only has the right, but the responsibility of thorough investigation into the probable privilege for educational leadership through service in a given community.

Quality in leadership does not depend on any particular job. It depends upon qualitative and quantitative thinking together of superintendent and board with the ability to inspire qualitative and quantitative thinking in an atmosphere of friendly growth toward worthy goals.

It is of little significance to boys and girls what name is written after the title

"superintendent." It is of extreme significance that the superintendent, staff, board, and community be able to agree upon a program of local effort to accomplish goals of personal well-being for all through education.

What should a good superintendent ask concerning the school community when applying for a position? The following questions are incomplete and may not be the most significant which could be asked. They should, however, lead to the formulation of questions which any competent man should ask for his own welfare and for the welfare of the schools he hopes to lead:

1. The Board of Education

a) How is the board of education selected? By cliques, special interest groups, or sincere desire to serve youth?

b) Does the board, or would the board, be willing to devote part of each meeting or all of some meetings to matters strictly educational as opposed to routine?

c) Would the board be willing to devote a portion of the budget (however modest) to continual studies and surveys of school effectiveness and publish regular and special reports and bulletins for the information and education of teachers and the local public on goals and the success (or lack of it) in growing toward those goals?

d) Is the administration encouraged to cultivate community participation in all major problems or to withhold some policies and practices from full understanding by those who pay the bills?

e) Would the board be willing to create (or have they created) a community council on education? Such a council when organized is to be devoted to the investigation of community attitudes toward education and to bring teachers and public into mutual understanding of common problems.

f) Does the board believe that school resources should be used during evenings and vacation periods for the total welfare of youth (other than credits and courses) in so far as economic ability permits?

g) How does the board work together? Is every member encouraged to present his contribution or is there a majority bloc? Can each member have his proposals voted for or against on their merits without feeling that conditions other than merit influences the vote?

h) Does the board request regular attendance and reports when available from all the administrative council or do they feel that the superintendent should know all and do all? Are teachers invited to board meetings?

The purpose of these latter questions is to determine whether or not there is democratic opportunity for all the educational staff.

i) Does the business manager hold a credential in school administration and have status equal to an assistant superintendent, or does the board have dual administration?

2. The Community

a) Do community leaders other than board members indicate a willingness to devote occasional meetings to educational affairs for the youth of the community?

b) Would the citizens welcome an opportunity to share in discussions of school problems, youth problems outside of school, and help in proportion to their importance in making schools effective?

c) Would parents be willing to visit schools if provision were made for them to meet individual teachers?

d) Or has the community been ignored so long as to feel that the only privilege available is to vote for bonds or board members and even the latter function is useless unless a community school fight is in progress?

3. The Administrative Staff

a) Does the administrative council hold regular meetings to evaluate total school effectiveness and plan educational procedures?

b) Are classroom teachers occasionally or regularly invited to meet with the administrative council?

c) Does the administrative council work democratically and co-operatively without fears and jealousies?

d) Do the administrative council members have the ability and willingness to make reliable studies before presenting requests to the superintendent or board for changes?

e) Does the administrative council inspire teachers through leadership or demand by authority?

f) Would the administrative council be willing to undertake a long range program in co-operation with the community for more effective education or is devotion to the present routine more impelling than the needs of youth?

g) How does the council interpret the schools to the public?

h) Why has the administrative council failed to produce a competent successor to the superintendent? Why are outsiders invited to apply?

4. The Teaching Staff

a) Does the teaching staff look upon administration as an interference or as a source of valuable assistance?

b) Is the teaching staff ambitious professionally to create an atmosphere of inspiration for youth?

c) Do teacher committees participate in curricular studies?

d) Do the teachers find encouragement in expressing the needs of the school other than finance?

e) Do teachers prepare and conduct a part of the professional staff meetings?

f) Are superior teachers or teacher committees given recognition by having teacher prepared studies mimeographed for distribution by the school?

No applicant expects all answers to be

(Concluded on page 68)

¹Superintendent of Schools, Escondido, Calif.

School Board Members Give Leadership in Reorganization in Illinois *M. R. Sumption¹*

For many years people interested in education in Illinois have recognized the need for a more efficient educational structure. They have realized that both money and educational opportunity were being wasted by a district organization embracing almost 12,000 school districts of various types. However, the firm conviction that the people at the "grass roots" should do the job held up any concerted state-wide effort to reorganize. A few consolidations here and there had been effected but there was little direction and less planning in terms of a total reorganization program. The problem was to implement local initiative so that it could become functional in a broad co-ordinated attack upon unsound and wasteful district organization.

After considerable spadework by the Illinois Association of School Boards, the Illinois Education Association, and the State Department of Education, the 1945 legislature enacted the County School Survey Law. This law made it possible for a school survey committee to be established in each of the 102 counties in the State. One hundred and one of the counties set up such committees. These county committees were to consist of nine members, five from rural areas and four from urban territory. The membership of each committee was selected by the school board members of the county in a joint session. Since it was only reasonable to assume that school board members were both interested and experienced in educational planning, survey committee selections were made largely from their ranks.

At the state level the law created a State Advisory Commission consisting of nine members appointed by the chief state school officer. As the name implies, this group possesses only advisory power.

The duties of the county survey committees are briefly as follows:

1. To study the county for the purpose of recommending district reorganization that will (a) improve educational opportunity, (b) make school administration more economical and efficient and (c) more equitably distribute educational revenues.

2. On the basis of this study to propose a tentative plan of reorganization for the county, inform the people about it, and be informed by the people.

3. To define the boundaries and nature of the proposed reorganization and make a final report of the same.

Each county survey committee is re-

quired to submit its tentative report to the State Commission. Furthermore, open hearings are usually held to test public sentiment on the merits of the proposal. After appraising the report, the Commission returns it to the county committee with comments and suggestions for changes if such are considered advisable. On the basis of this appraisal and the reflections of public opinion evident at the hearings a final reorganization proposal is drafted. This final report may or may not embody the changes, if any, suggested by the State Advisory Commission.

Failure of 1945 Law

This piece of legislation was aimed at placing reorganization on a state-wide basis with co-ordination largely on a county level and yet maintaining the principle of local initiative. In operation the law did not achieve a great deal of success in sound reorganization for two major reasons. First, most survey committees felt bound to propose only those reorganization plans which they believed would be immediately acceptable to the people since a defeat of their proposals would leave the school districts of the counties unchanged.

In the second place, the legal machinery for dissolving the districts underlying proposed reorganized areas was so cumbersome and tedious that creation of sizable new districts was difficult.

As a result reorganization progressed slowly and in piecemeal fashion. For two years the program was almost at a standstill. A number of small consolidations were effected but they did not represent any broad approach to sound reorganization.

Then in midsummer of 1947 the state legislature enacted what is known as the Community Unit Law which was designed to cut through the red tape involved in the dissolution of districts and thus implement the County Survey Law of 1945. The new law provided that upon petition of 100 voters residing within a proposed new district an election shall be held for the establishment of the district. The boundaries of the proposed district described in the petition are not limited by existing district or even county lines. In other words a new district may include both total and partial former districts and territory in more than one county. The only limitation placed on the establishment



The Community Unit School District No. 1 Board of Education, Grayville, Illinois.

Left to right: Chauncey Jones; Mark W. Coad, president; Grant Broster; Lloyd Maxwell; Frank Rawlinson; Fletcher Taylor, secretary. The consolidated district contains eleven grade and high school districts in northeastern White County and southern Edwards County. The fact that the district embraces a natural and economic community and extends over county lines represents a new advance in Illinois school district organization. The schools are in the extreme southeastern part of the state.

¹Head, Division of School Organization and Administration, College of Education, University of Illinois, Urbana.



The Board of Education, Community Unit School District No. 2, Crossville, Illinois, at its organization meeting.

The board consists of farmers and local business men and represents an excellent cross section of the solid citizenship of the community. Left to right: Doyle Evans; Ellison Hanks; Harold Hansman; Henry Garner; J. R. Collins, president; Royal S. Rawlinson, secretary; Pierre Brown.

of the community district is that it must have a population of at least 2000 and an assessed valuation of not less than \$6,000,000.

From the very beginning of their study of the problem many farsighted survey committee members recognized the desirability of large unit districts with broad tax bases. They realized that the most economical and efficient administration required districts of adequate size and wealth. On the other hand many felt that to recommend such districts in their final report would accomplish little since the people were not yet sufficiently aware of the advantages of the larger units and would reject the proposals at the polls. In fact many people clung to the dual type of organization in which the elementary and secondary schools were administered by separate boards of education.

Opportunity of 1947 Law Realized

As the implications of the new law became more and more apparent, however, many survey committee members saw an opportunity to give signal leadership to the whole reorganization program. Experienced as they were as board members they perceived a new meaning in their statutory duty to "study school districts . . . for the purpose of recommending desirable reorganization which in the judgment of the committee will afford better educational opportunity." They saw the opportunity and the responsibility to set up long term goals in the form of the most ideal organization for their counties. With this concept of their work survey committees took on added stature. They reasoned that if the best possible organization for the county were ever to be attained someone must set the goal. Who would be better able to do so than they who had studied the situation over a period of two years

or more? Slowly but surely the function of the survey committee changed. The question became "What is the best possible organization?" instead of "What reorganization will the voters accept at the present time?"

Survey committee members possessed a new freedom to help shape the destiny of education. No longer did they need fear that immediate rejection of their recommendations would stymie progress in reorganization. The supplementary law had placed the power to propose and create community unit districts directly in the hands of the people. The committee members saw the dangers as well as the advantages of the law. Many hastily formed unsound districts would be proposed and some undoubtedly created. Little hope could be held out for the achievement of any co-ordinated reorganization program from the operation of this law alone.

However, the new law did supplement the operation of the County Survey Law to such an extent that it was now possible for reorganization to move forward with rapid strides. Those survey committee members who grasped the broader changing aspect of their duties stepped forward in the role of educational lay leaders. For the most part their reports to the people embodied the leadership concept of their duty. In many cases proposed plans for reorganization placed the entire county in one unified district. In others, two or three or four districts made up a county. Some proposed districts included more than 25,000 people and many had areas of over 200 square miles. These plans for large units organized around real community centers provided for a more equitable distribution of taxable wealth and insured that there would be a large enough number of pupils for economical school administration. Already many of the districts

proposed by the survey committees have been established by the people and are in operation.

State Moving Forward

In some cases the recommendations of the survey committee were rejected by the people at the first election and subsequently adopted after more mature consideration. People found that they ran into unseen difficulties in trying to create small, unsound districts at the expense of their neighbors. After a time they turned to the survey committee's plan as a solution to their problem. It appeared as a guidepost in a maze of difficulties. It was a plan which gave consideration to the educational welfare of all the county.

Still in other cases there seems little indication that the plan of the survey committee will be adopted in the foreseeable future. Perhaps it is not the best plan, or perhaps it seems impractical, but it does stand out as a goal, a measuring stick with which the people may estimate their progress in reorganization in the county. The long hours of hard work given freely by the survey committees must not be considered in vain even in these instances. If they have shown vision and understanding, time will vindicate their efforts and the people will be better served.

At the present time Illinois is moving toward a sound district structure and no little credit must be given to those survey committee members who had the vision to lay out the best possible plan as they saw it and thus provide the people of their county with a long range goal toward which they may strive. These men and women had the courage to think far ahead and lay the groundwork for an organizational structure which in the course of time will give Illinois a much better, more effective, and more economical educational program.

STATE SPENDING FOR SCHOOLS

Of each dollar spent by state governments during the 1947 fiscal year, 21 cents went for school purposes, the U. S. Census Bureau reported on June 15.

The total was \$1,700,000,000, an increase of \$400,000,000 over the previous year. It compared with \$1,500,000,000 for highway purposes, which took 19 cents of each dollar spent by the states.

The Bureau said state government spending on schools amounted to an average outlay of \$12.51 for each man, woman, and child in the country during the fiscal year 1947.

Aid to local schools accounted for most of the state spending on education, taking \$1,100,000,000 of the total, or 22 per cent more than in the previous year.

In most states, schools are operated by local governments or school districts and are financed to a considerable extent from local taxes, which the state-aid contributions supplement.

State government "capital outlay" on schools, which covers construction of buildings, reached \$102,000,000 after being sharply restricted during the war, largely because of shortages. Capital outlay on highways, in comparison, totaled \$666,000,000. The Bureau reported that capital outlay on schools for the five preceding years combined had been only \$107,000,000.

A Statewide View —

Merit Rating is Defensible

Dwight E. Beecher¹

So much has been written in criticism of merit type teacher salary schedules that it seems in order to call attention to the other side of the question.

First of all, the fundamental principle on which all merit type schedules are based is that the worker should be paid a salary consistent with the quality of service rendered. The soundness of this principle can hardly be questioned.

The second question follows logically as to whether application of the principle is practicable. This admittedly depends on our ability to evaluate the quality of teaching service. The claim that this service cannot be satisfactorily measured is one of the most common reasons advanced for avoiding the merit system. We may well ask, however, whether it is not high time we faced this problem, if it be true that we cannot yet determine whether a teacher's service is good, bad, or indifferent.

Objections to Evaluation

If we further analyze the widespread antagonism toward promotional schedules based on merit, we find: (1) that teachers object because they fear such a system involves the imposition of external and unreliable rating; they fear that the quality of their service will be determined on some such narrow concept of evaluation as the application of a single rating scale; and (2), we find many administrators reluctant to accept the principle of merit schedules, not so much because of any defensible evidence that the principle is wrong, as because of the rationalized teacher reaction mentioned above. This situation produces a vicious circle in which responsibility for applying the well-developed science of evaluation to one of our most vital problems is neglected. That accurate appraisal and diagnosis of the quality of teaching service is a vital problem, however, is obvious in view of the generally accepted conclusion that teaching is the most important single factor in the education of youth.

This situation tends to correct itself when the broader concept of evaluation is recognized by both teachers and administrators, namely, that evaluation is much more than rating or testing, that the basic principles of evaluation include: comprehensiveness, continuity, the use of objective evidence and, above all, the underlying purpose of helping the teacher to improve his own service. In brief, good evaluation is the heart of good supervision.

¹Research Associate, State Education Department, Albany, N. Y.

An Ancient Practice

In the third place, the judging of teachers, which is claimed to be so evil when done in connection with salary schedule requirements, has been carried on for some 2000 years or more. Teachers are, and always have been, appraised, for re-employment, for tenure, and often for extra increments. Actually, appraisal under the controlled conditions of a well-designed promotional salary law, promotes fairer and more objective judgments than all too frequently exist under less well-controlled conditions. If we have not yet learned to properly appraise this service, we can only acknowledge a gross neglect of supervisory and administrative duty and conclude that a vast number of unjust and inaccurate judgments have been made over the years in every school district.

Seven Important Values

There are certain definite values in a promotional salary schedule based on the quality of teaching:

1. Such a schedule can provide much

higher salaries for the ablest teachers than could be provided for all teachers.

2. It provides a defensible basis for rewarding exceptional teachers whom boards of education have previously dared not recognize.

3. It stimulates the assembling of objective evidence that a professional level of service is being rendered. Without this evidence it is unrealistic to expect the taxpaying public and its elected legislative bodies to pay professional wages. Objective appraisal of teaching, such as is mandated in the New York State Law can provide this evidence.

4. Lay acceptance of the need for supporting more adequate salaries will be promoted by an honest approach within the profession to the problem of determining what quality of service is being rendered.

5. The net result of such a program should be the attraction of higher caliber personnel into the profession due to potentially higher rewards, and

6. The improved teacher status attendant on such rewards.

7. The over-all result should be a stimulation of improved service to the boys and girls.

If the principles here discussed are sound, we are not justified in casting aside the whole idea of merit salary schedules just because certain administrative problems attend the application of these principles.

Public Relations Booby Traps

Maurice G. Postley¹

Harassed by sporadic attacks that win headlines because of their recklessness, the leaders of one of the country's large school systems recently turned upon their critics with a resounding thwack.

One newspaper editor hailed the worm-turning with gusto. Henceforth, he gleefully observed, the critics will have to "put up or shut up." No more will the carping annoyers make irresponsible charges, for from now on, they will be yanked swiftly into the limelight and made to prove their allegations, or else. The new policy is in process of application. We may await its outcome with interest.

Meanwhile, another school system has launched a "public relations campaign." This seems to have taken the form of making the principals and other supervisors "public relations conscious." They talk about it and think about it at every meeting. As one of the supervisors explained it, they are somewhat mystified

by one question: "If the public knows we have a public relations campaign, won't the campaign lose its effect?"

Despite this obstacle, the staff is stressing school participation by the public. But the "participation" is being coupled with "public relations campaign."

These are two, but only two, of the recent public relations moves by school officials. More are in the making. "Public relations" is getting so popular that everyone is anxious to do something about it.

Why do so many of our school people, with the best of intentions, find themselves entangled in these public relations booby traps?

There are perhaps many answers, but one of them is that they do not examine the problem closely and fully enough.

Dangers in "Getting Rough"

Let us view the potentialities of a "get rough with the critics" policy. We may begin with the assumption that it is good public relations to be candid, fearless,

honest, sincere. We may proceed another step. We may take it for granted that an unjust, unwarranted attack should be forthrightly answered with the facts. But that is not the same as the "put up or shut up" philosophy.

Let us conjecture on what may happen under a "get rough" policy. It may pursue a course something like this:

A neighborhood rowdy spews forth a torrent of abuse. He is promptly squelched. Then perhaps another tries it. He gets what is coming to him.

No school system is immune to criticism. Not all school critics are rogues. Most of them are public spirited, earnest folks, sensitive to the importance of education in the American heritage.

One of them may plunge into the cold water without adequate facts. That happens in the best-ordered families, even to you and me. Indeed, sometimes a critic is correct, even though he does not have the facts because the facts are not available to him and are accessible only to those who run the schools. Are such persons to be treated to a public spanking and public humiliation? And if they are, what will be the effect upon other sincere persons? Who will win the public sympathy?

The answer does not lie in the direction of striking first, before the other fellow gets a chance to take a deep breath. It is to be found deep within the true meaning of sound public relations policy. And there you reach the other booby trap, the so-called "public relations campaign."

So-Called Public-Relations Campaigns

There really is no such thing as a "public relations campaign." The very idea carries the implication of pressing to convince people of one thing or another. People have a right to feel suspicious if they are being subjected to a "campaign." They quite naturally ask themselves, "What are these fellows trying to sell me?"

Good public relations spring from studying the public's needs and from policies that are consonant with the public interest. The process of learning what the public thinks and telling the public about your policies and objectives is confused with a "public relations campaign."

Certainly, you have to do something about informing the public of school policies. But that is not a "campaign." It is merely the intelligent administration of a policy.

If wider participation by the public in school affairs is sought, the policy has to be administered. This may take the form of special school events, parades, meetings, showings of motion pictures, exhibits or any of the wide range of activities that are known to attract public participation. Such events are two-way streets. They enable the public to make itself known to school officials and they permit the latter

to explain themselves to the public. That is public relations in operation.

Now, then, what happens when the policy of telling the public about the schools through participation is actually carried on, day in and day out? The answer is that the public gets to understand the schools and school administrators. The more understanding that exists — on both sides — the more mutual confidence grows.

Good Relations vs. Critics

Critics cannot make a serious dent in a school system that holds an understanding relationship with the public — unless they really have something worth while to say. The irresponsible publicity hound is confronted with the attitude of those who know better. Aren't we likely to believe the best about things we understand?

We do not have to "get rough" with critics if we have good public relations earned through mutual understanding and respect.

When the occasional screecher sounds off, he creates little excitement and no sympathy in an atmosphere of understanding. He can make capital of his war whoops only if he operates in a tense and unfriendly atmosphere.

Trust and respect are assets that help even more. They engender belief in your response. Thoroughly sound, sincerely administered public relations policy lays the foundation for belief. When a school system is attacked and responds, its answer gets the credence it deserves when the school people have earned it.

The public is entitled to know what goes on in its schools. Good public rela-

tions are won by school officials who do the best job of keeping the public informed. Where that is done, the critic may be presented with the facts with full assurance that the public will believe because it understands and it understands because the school officials have "opened the book."

We cannot afford the luxury of allowing ourselves to be goaded into free-for-all battles just because critics seem unjust. As a matter of fact, it is too often true that the criticism fastens itself on the public mind and the answer is not remembered, if it is even heard.

Some school boards and superintendents feel that it is neither practicable nor possible to respond to every criticism. This may well be the fact, though it is unwise to remain consistently silent on that account. It is one thing to threaten critics and quite another to respond consistently, quickly, and even eloquently. Whether it is the intention of the school board, or superintendent, really to undertake a "get rough" policy is quite beside the point. It is not the intention that influences public thought, but the interpretation of it. School officials must clarify that point, as a matter of sound public relations.

If we are ever assailed with the temptation to chastise critics, or war upon the public with "campaigns," we should pause and ask ourselves, "What are we afraid of?"

Instead of launching "campaigns," we should live policies. Instead of battering critics, we should make more friends.

We can avoid the public relations booby traps if we keep on the clear, open road of candor, understanding, and mutual respect.



The Edina School, Hennepin County, Minnesota.

This building of concrete and brick construction has bilateral lighting provided by means of directional glass block. The school embraces two classrooms, office and library, and cost \$60,000. It enrolls 40 children in the first six grades.

Our Children Won!

Ralph C. Dailard¹ and Robert E. Jenkins²

Are we being fair to our children? Are we selling education short? Every decision of educational policy indicates our answer to these questions.

An excessively high pupil-teacher ratio and an overburdening teacher load may help to balance expenditures against income, but it may also serve to throw society out of balance. Education — good, fair, or poor — is the very foundation of the school budget and the often neglected base of the inseparable budget triangle of income, expenditure, and education. The determination of a fair teaching load has very important budget implications, but even more serious are the educational implications. Overworked doctors must neglect some of their patients; if teachers are overburdened, our children are the immediate losers and society suffers accordingly.

Recognizing the importance of this problem, the San Diego city schools recently completed an intensive study of teaching load. How many hours do our teachers actually spend in classroom teaching, supervision, demonstration, preparation, marking tests and papers, guidance, intraschool committees, system-wide committees, extracurricular activities, and in-service training? How much inequality in demand exists between individual teachers and between groups of teachers in different areas and divisions? It was agreed that only a factual study could serve as a basis for intelligent action.

As a result of joint planning by the San Diego Teachers Association, the Principals and Supervisors Council, and the Superintendent's Office, a Teacher Load Committee was formed to make the study. Work on a questionnaire which could be used in making the survey was started in November, 1945, and completed in February, 1946.

The Information Collected

At the time the form was distributed, it was emphasized to the staff that the survey was quantitative and not qualitative. The questionnaires were completed and signed by the teacher, carefully checked and signed by the principal, and then returned to the Research Department where they were further checked for omissions and questionable data. After this careful review, the information on each form was entered on IBM cards for tabulation according to grade or subject area. These data were then arranged by quintiles so that time distribution could be carefully studied.

What did we find out about each

teacher? Here is a summary of the type of information obtained from the forms:

1. Name of school
2. a) Elementary — grade level or levels
b) Secondary — subject matter, field, or fields
3. Type of class (special, regular, adjustment, etc.)
4. Sex of teacher
5. Employment status of teacher (probationary, permanent, or leave substitute)
6. Years of teaching experience
7. Years of teaching experience in San Diego
8. Number of pupils in each class, including home room and counseling
9. Number of periods taught per day
10. Hours in class per week
11. Hours in supervision of pupils per week
12. Average hours due to demonstration teaching per week
13. Hours in preparation for classes per week
14. Hours in preparation of resource material per week
15. Hours on papers and tests per week
16. Hours in other classroom duties per week
17. Subtotals of time spent in activities related directly to the curricular assignment
18. Hours on guidance duties per week
19. Hours in intraschool meetings (committees, groups, and chairmanships)
20. Hours in preparation for intraschool meetings (committees, groups, and chairmanships)
21. Hours in system-wide meetings per week (committees, groups, and chairmanships)
22. Hours in preparation for system-wide meetings per week (committees, groups, and chairmanships)
23. Average hours in in-service training meetings per week
24. Average hours in preparation for in-service training meetings per week
25. Hours in "extracurricular" activities per week
26. Hours in youth organization, professional organizations, and PTA per week
27. Hours in other activities per week

Counselors, librarians, nurses, and vice-principals were removed from the teacher assignment ratio for the secondary schools. After careful study of the summarized tabulations of all teachers, as revealed in Tables I and II, the Teacher Load Committee came to the following conclusions:

1. There was a considerable range in the amount of work or time reported by different individuals. However, the range of time reported by individuals within a subject matter field or grade level was greater than the range of time between departments.
2. Both within departments and between departments the curricular assignment was substantially equal.
3. The areas of extracurricular and cocurricular activities were those in which greatest inequalities occurred.
4. Teachers spending more time in extracurricular and cocurricular activities also spent more time on the other aspects of their work, including preparation, resource material, and papers and tests.

TABLE I. Weekly Time Distribution by Grade and Subject

San Diego City Schools 1946-47
Elementary Schools

Grade or Subject	Median class size	Minimum time reported (Hours per week)	Maximum time reported (Hours per week)	Average time load (Hours per week)
Kindergarten	32	29	46	37
Grades 1-3	40	25	69	42
Grades 4-6	40	32	72	44
Special classes	16	28	52	38
Ungraded	16	31	58	44
Junior High School				
Art	28	36	53	42
Business Education	37	42	51	45
English	35	36	69	44
Foreign languages	30	43	46	44
Household arts	27	33	56	42
Industrial arts	27	34	60	40
Mathematics	36	30	61	42
Music	40	31	60	43
Physical education	51	34	57	40
Science	36	33	65	43
Social studies	36	34	59	44
Senior High School				
Art	30	36	56	45
Business education	33	38	62	46
English	33	39	62	50
Foreign languages	29	33	74	46
Household arts	27	35	49	41
Industrial arts	25	30	48	38
Mathematics	33	35	64	46
Music	36	37	62	49
Physical education	50	31	60	46
Science	31	35	60	47
Social studies	34	36	63	46
Counseling		33	68	47
Special classes		31	69	42
Ungraded		45	56	50

5. Class size was unrelated to the amount of work as measured by time reported by teachers.

6. Variation in the amount of work reported by teachers was found to be unrelated to classification (probationary or permanent) or experience.

7. The average work week for all teachers was found to be 43 hours, including time attributable to individual differences.

Second Year of Study

If the study had been dropped at this point it would have served only to increase the work load of the committee members. Superintendent of Schools, Will C. Crawford, proceeded to make sure that the report did not meet this dubious fate, and organized an Administrative Planning Committee, consisting of the original Teacher Load Committee and members of the administrative staff. This group studied the findings during school year 1946-47 so that recommendations could be considered for 1947-48. The following principles were agreed upon by the Planning Committee:

1. Classes should be considered of equal value regardless of subject matter or grade level.
2. Assignments made in addition to the

¹Deputy Superintendent, San Diego City Schools.
²Director of Research, San Diego City Schools.

regular curricular class assignments should be evaluated on a time basis for the purpose of equating load.

3. Although variations in teaching load may be due to the teacher's individuality, the inherent characteristics of the position, and the actual assignment of added duty, administrative control can be effective in equalization of load only within the scope of the latter two items.

Subcommittees studied the load problem in various grades and subject areas. Finally the following recommendations were presented to the superintendent of schools:

1. It is recommended that the normal range of teacher time expenditure should average from 40 to 45 hours per week, and that the schedules of teachers exceeding 45 hours per week due to heavy extracurricular duties or other administrative assignments be adjusted to distribute the load.

2. It is recommended that careful planning and faculty study be undertaken in each school to facilitate the equalization of the teacher time load and that assignments be reviewed at least quarterly. Fulfillment of this recommendation will require the creation within each school of a policy committee of the faculty charged with the function of evaluating assignments at the beginning of the year and for review of the loads at quarterly periods. In the opinion of the Planning Committee this policy group should be created democratically in the school by faculty election.

a) As devices to aid in the equalization it is recommended that charts and records be developed in each school to show the total curricular activities, and other duties necessary for its operation. A schedule of the free periods of each teacher should be maintained so that emergency "fill in" teaching may be divided equally among the teachers.

b) Relative to the above item, it is recommended that system-wide averages and charts be developed and made available by the Research Office.

c) Adjustments in assignments ordinarily should be in the areas of extracurricular or cocurricular activities. However, in cases involving specialized skills it is recommended that adjustment in the curricular assignment be made.

d) Membership in Major Central Office Committees should receive consideration in evaluating the teacher's work load. Therefore, it is recommended that such committee assignment be reported to the principal.

3. Although it is the expressed feeling of the Study Committee that there should be some reduction in class size at both the elementary and secondary levels, it is recognized that the teacher time study produced no evidence upon which to base a recommendation. However, it is recommended that serious study be given to the downward adjustment of class size in the elementary schools, by direct reduction of



Waller Lisle Baker

Mr. Waller Lisle Baker, a member of the board of education at Monticello, Ky., for 45 years, has been given the Award of Distinctive Service of the Kentucky School Boards Association.

Mr. Baker has the distinction of having rendered the longest service of any school board member in the state. He has served continuously since 1903 and has two years to serve on his present term of office.

Mr. Baker is 78 years of age, vigorous, and enthusiastic for the progress of his community and of the schools. He declares that his compensation for his many years of work is not monetary but is to be found in the improved social, economic, and religious condition of his community.

the assignment formula, and that consideration be given to the possibility of removing a part or all of the nonteaching time from the formula for assigning teachers in the secondary schools. It was acknowledged that the increased cost of lowering pupil teacher ratio would have to be reconciled with other fiscal problems involving retirement costs and teachers' salaries.

TABLE II. Weekly Time Distribution by Divisions
San Diego City Schools
Teacher Load Study 1946-47

	Elementary	Junior high school	Senior high school
Teaching	23.26	23.38	23.80
Supervision	2.21	3.10	2.14
Demonstration	.04		.43
Preparation	5.49	2.46	2.93
Resource material	2.25	1.43	2.03
Papers and tests	2.67	2.32	3.77
Miscellaneous classroom activities	.84	4.80	5.16
Guidance	2.77	2.03	2.29
Intraschool committees			
Meetings	.90	.53	.57
Preparation	.15	.12	.32
System-wide committees			
Meetings	.08	.21	.23
Preparation	.05	.12	.12
In-service training			
Meetings	.26	.28	.26
Preparation	.14	.27	.45
Extracurricular	.14	1.16	2.68
Organizations	.42	.72	.68
Other	.45	.31	.45
	42.12	42.97	48.31

Further Suggestions for Equalization

In connection with the problem of more efficient use of teacher time, it was requested that study be given to releasing teachers from certain clerical responsibilities so that the time could be spent in instructional activities, provided of course, that the time was found to be significant.

4. Other comments and suggestions were indicated as factors for study or referral to the suitable committee or groups concerned:

a) That additional commercial materials, such as workbooks, be provided to allow teachers more time for work in areas of planning, guidance, and other teaching activities.

b) That study be given to the development of more curricular materials for all classes.

c) In order to facilitate the procurement of instructional and resource materials it is suggested that the hours of the Central Library and the Visual Instruction Center be extended from 7:30 a.m. to 6:00 p.m. for the convenience of both secondary and elementary teachers.

d) Study is recommended for a plan to make sample copies of certain basic and supplementary textbooks more readily accessible to teachers.

e) It is suggested that study be undertaken at the secondary level to analyze problems in reading instruction as they may affect teacher load.

f) It is felt that the following points should be referred to the elementary and secondary school principals respectively:

- 1) It is recommended that kindergarten teachers be responsible for the continuous supervision of their own groups, due to the immaturity of the children and their need for personal and constant attention.
- 2) It is suggested a teacher be responsible to not more than two departments or subject-area fields at any one time because of the load of preparation and required attendance at all departmental meetings.

The study was accepted by the superintendent and the board of education and immediate steps were taken to implement the recommendations:

1. By action of the board of education an average work week for teachers in the San Diego city schools should normally range from 40 to 45 hours per week.

2. An additional \$250,000 was appropriated to add 30 additional classrooms to the emergency building program, and approximately \$300,000 was appropriated to employ additional staff members so that excessive load could be lightened.

3. Every school was requested to establish a permanent Teacher Load Committee to carry on a continuing study of teacher load in the school so that recommendations

(Concluded on page 68)

Some Experiences Gained Under School Consolidation in Utah

A. C. Lambert, Ph.D.¹

The lessons that Utah has learned during its thirty years of school consolidation should be of service to many states that are wrestling with educational reorganization. Some of that experience can now be written, and is reported here.

For more than thirty years Utah has had enlarged school administrative units, commonly called consolidated school districts. Some of them have the same physical boundaries as the civil counties, but some of them are only portions of counties. Some counties have two consolidated school districts within them and, in a few cases, a city school district as well. All cities of the first and second class, by constitutional provision, are excluded from consolidation with other school districts. Forty consolidated school districts, including five city districts, exist in Utah in 29 counties.

The number of school-attendance areas or school centers within a consolidated school district will vary in Utah from six or eight in the smaller districts to more than thirty in the larger districts.

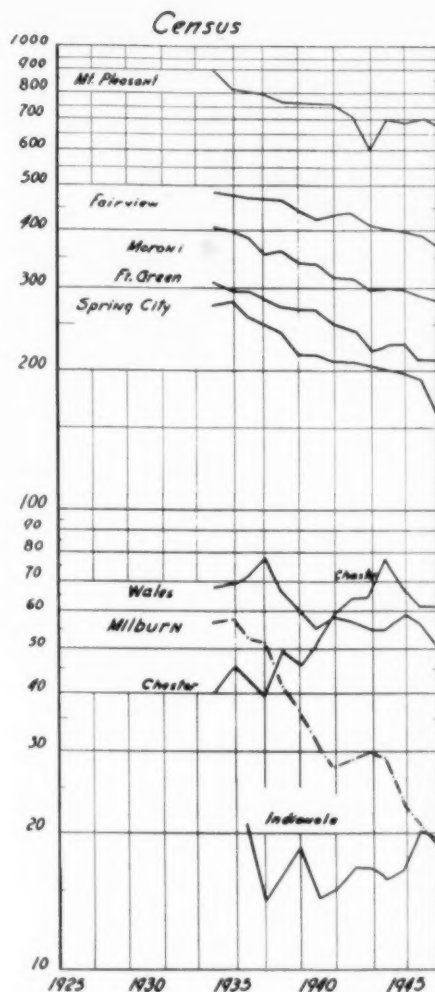
The reorganization of school systems and the relocation of school centers *within* Utah consolidated school districts by no means has been as rapid nor as extensive, nor as desirable in many cases, as popular discussions about Utah's "superior" system of school organization and Utah's allegedly "top" position in educational attainment would lead people to believe. Accurate and complete information about a great many local schools within the Utah districts, secured over a decade and more by numerous analytical studies in representative districts shows that in many of the small schools which exist in Utah today the educational programs, the daily schedules, the class exercises, the teaching practices, the pattern of social activities, the size of the enrollments, and the general educational advantages are scarcely one whit better than they were in the same regions and in similar schools thirty years ago.

For a state that has placed so much emphasis upon the equalization of educational opportunities, and for a state that since 1932 and increasingly each biennium thereafter has put so much "state money" into equalization programs, the actual conditions in numerous Utah schools, where conditions could be changed, are indefensible.

No Ground for Complacency

Many of the scales that place Utah near or at the top of the list in educational

¹Professor of Educational Administration, Brigham Young University, and Research Consultant, Utah Legislative Council.



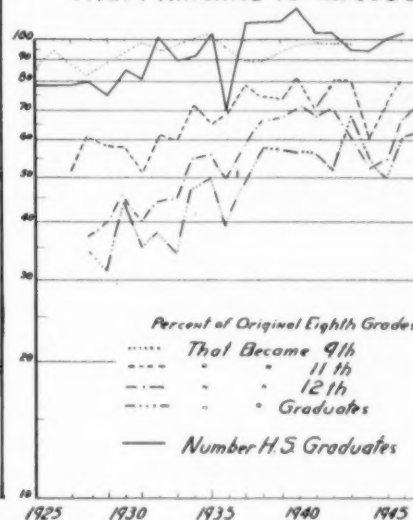
The declining school population in the North Sanpete School District brings on an acute need for school reorganization, new buildings, and additional revenues.

Enrollments

Holding Power of the High School

High School Graduates and

Percentage of the Eighth Grades That Remained to Graduate

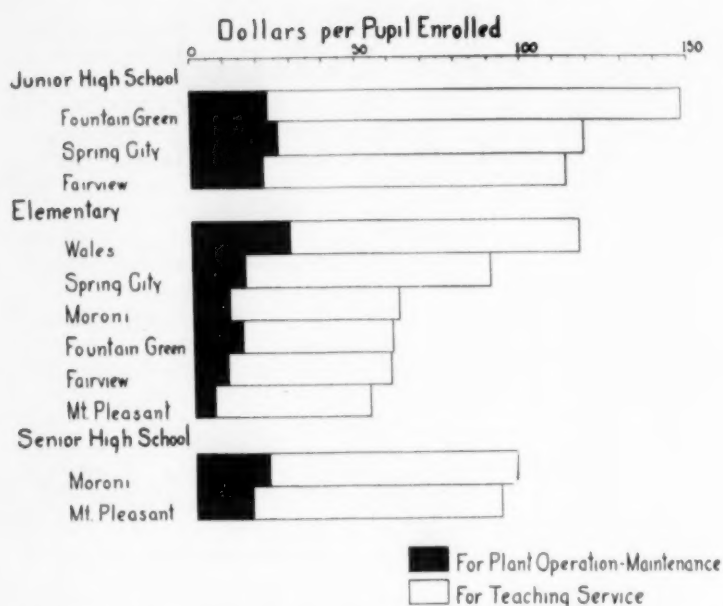


attainment do not measure close-up conditions where educational advantages either do or do not exist in fact. Furthermore, self-congratulatory repetition of these complimentary but generalized rankings may, at certain points within Utah itself, generate and sustain a dangerous complacency about the status of education in that state, and they may also give effective but fallacious ammunition to groups and persons in that state, and elsewhere, who think that Utah has already reached all its reasonable goals in public education and is even now spending too much for that activity. Some of the actual conditions in Utah, however, leave no ground for complacency.

Some lessons that can now be drawn from Utah's thirty years' experience with "school consolidation" are summarized below.

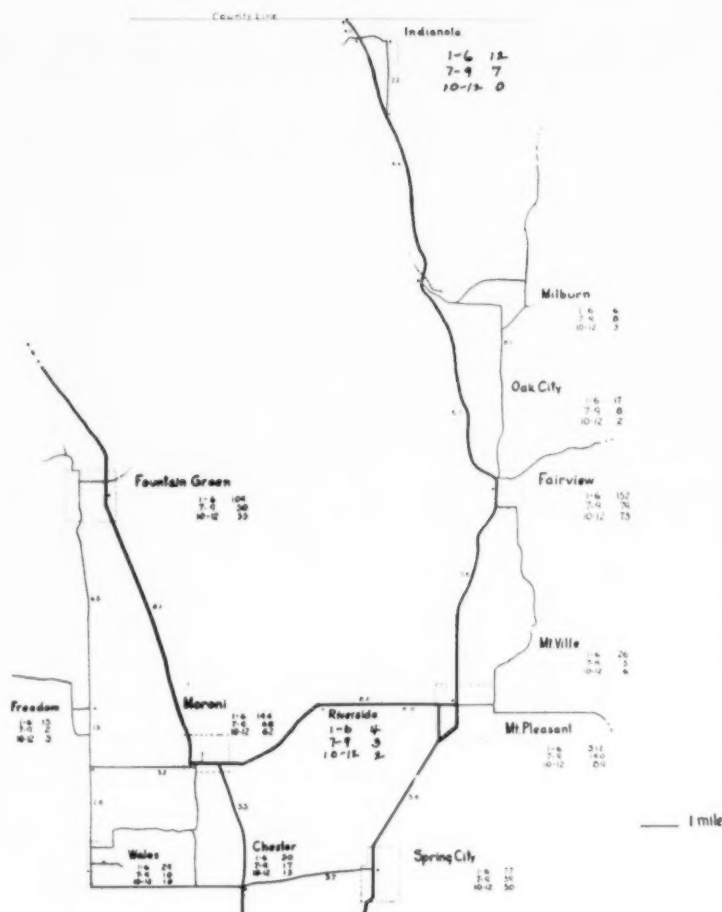
1. Establishment of relatively large local school administrative units, particularly when those units are given the same physical boundaries as the civil counties, and when they are used as local taxing units (able to use the property-tax only), does not necessarily establish equalization of educational opportunities either between school districts or *within* school districts; neither does it necessarily establish equalization of the financial burden of school support. It is the beginning of these things, but only the beginning.

2. It is almost as important, and as necessary at times, that the state, assuming presence of the necessary insight, leadership, and skill, follow state equalization money within and throughout the local school administrative units as it is for the state to get blocks of equalization money into the hands of the boards and super-



(Above) The cost per pupil enrolled in small schools is exceedingly high in North Sanpete School District, Utah. The costs shown are averages of three years — 1944 to 1947.

(Right) In the North Sanpete District elementary schools are maintained at Fountain Green, Moroni, Wales, Spring City, Mt. Pleasant, and Fairview. Junior high schools are maintained in Fountain Green, Spring City, and Fairview. High schools of grades 7-12 are maintained in Moroni and Mt. Pleasant. One junior high school and one senior high school would serve the District adequately.



intendents of the local enlarged districts.

3. Following the establishment of enlarged local school administrative units, the most critical factor in achieving equalization of educational advantages is the presence and action of a very high quality of local educational administration.

The things implied here under the term "high quality" are altogether too numerous to be listed in this place, but it can be said that the whole education and "training" program of administrators heading into these spots must undergo radical revision over customary programs for administrators if the qualities and skills required are to be produced.

4. Deliberately conceived and continuous organization and reorganization of schools, curriculums, school-attendance areas, school buildings, and systems of pupil transportation within whatever enlarged local school administrative units are established must, like Tennyson's brook, "go on forever." And this wholly basic phase of school equalization can and will be done best at the hands of highly competent, patient, and courageous local educational leaders. And if it is not done locally by such leadership, and if it is not done in such a manner that in the minds of the total consuming public a clearly improved educational product is obtained with a clear reduction in unit costs, then, at some time or another, we

may be reasonably certain that the task will be taken over for good or for ill, by centralized agencies, either state or federal.

5. State aid for the construction of school buildings is emerging in Utah as an apparently necessary part of the equalized or foundational school program, although this feature is a long way yet from being incorporated into the law. Part of this need stems, of course, from the numerous cumulative effects of two world wars within a generation. The financial ability of the enlarged school districts in Utah still differs as much as one to ten, and the districts that are least able financially have, understandably, the greatest and the most acute need for new and for modern school buildings, but in the small, weak districts it is virtually impossible to raise the revenue required for new buildings.

Increasing the size of the local school administrative units in Utah has not changed the locations of a few unique concentrations of natural resources of high value; neither has the enlargement of school districts achieved an equalized distribution of wealth in property and income as between the districts.

Sources of School Income

More than 70 per cent of the state's share of the cost of the foundational or minimum education program, which now

totals about 24 million dollars per year, rests currently upon property tax. All of the cost of each local district's share of the minimum program is based on property tax, necessarily, as is all of the cost of any additional or leeway program that each local district may attempt to provide on its own initiative above the state minimum and by means of whatever leeway remains to the local districts through property taxation not already required or exhausted for other purposes. The mill levy on property now required for the state's share of the minimum program is over eleven mills, and the companion mill levy required uniformly of every school district for the required local share of the minimum program is over nine mills; the minimum required state-wide mill levy on property for the support of the minimum program alone is then over twenty mills.

The local school district leeway tax, which must be on property, may be used to provide local revenue either for operation and maintenance or for capital outlay, and it may be for enough mills to raise an amount equal to 30 per cent of the district minimum program or be six mills, whichever will yield the greater amount. Two additional local taxes, on property, are also permitted, one for construction of school buildings which may equal 10 per cent of the cost of the minimum program in any district, and one for debt

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service, i.e., for interest and retirement of bonds already voted for capital outlay.

As the levies required for the continuously rising cost of the state minimum program increase, the local tax "leeway" becomes less both in terms of what the legally permissible tax ceiling will permit and in terms of the psychological ability and willingness of property taxpayers in the local school districts to pay additional taxes.

One of the reasons given in Utah for placing so much of the burden of public school support upon property tax is that it was an attempt to make one particular body of mineral wealth located in one particular "richest" school district carry more of the cost, actually and proportionately, than previously.

A constitutional amendment that was necessary to implement this particular program of school support was sold to the people of the state generally on the basis of a minimum program that would cost \$15,000,000 annually and that would require a state-wide "state" property-tax levy of ten mills plus a uniform required local school district levy, equally state wide of course, of 6.4 mills. The local "leeway" levies would then be the difference between 16.4 mills and whatever legal maximums on property tax levies were effective for all subdivisions of the state. Within two years, the cost of the minimum program was running about 24 million dollars, the state-wide uniform property-tax levy was exceeding twenty mills, and the local "leeway" was shrinking accordingly. Any hope that some might have had that local leeway taxes could and would be reduced if and when the state taxes were increased disappeared quickly.

What the long-range results of this recent focusing of public school cost upon property tax will be remains to be revealed by future experience. Some of the more immediate results have been to raise the minimum state school levy on property from less than ten mills to more than twenty mills, to increase greatly the size of the local leeway levies in virtually every district, exclusive of any programs beyond those of current operation and instruction

Differences in Annual Per-Pupil Costs in Some Small Neighboring Schools Within the Same Utah Consolidated School District

Schools in Series 1	Teachers	Pupils enrolled	Grades	For teaching ¹	Annual cost for buildings ²	Total	Annual for teaching ¹	Per-pupil cost for buildings ²	Total
1	2	26	1-6	\$ 4,000	\$ 992	\$ 4,992	\$154	\$38	\$129
2	2	27	1-6	4,000	973	4,973	148	36	184
3	2	41	1-6	4,000	785	4,785	98	19	117
4	6	111	1-6	12,000	2,547	14,547	108	23	131
Average							\$127	\$29	\$156
Schools in Series 2	Teachers	Pupils enrolled	Grades	For teaching ¹	Annual cost for buildings ²	Total	Annual for teaching ¹	Per-pupil cost for buildings ²	Total
5	8	186	1-9	\$18,000	\$2,704	\$20,704	\$ 97	\$15	\$112
6	8	163	1-8	16,000	2,083	18,083	98	13	111
7	9	184	1-9	18,000	2,459	20,459	98	13	111
8	12	288	1-6	24,000	3,891	27,891	83	14	97
Average							\$ 94	\$14	\$108

¹With salaries assumed to be equal at \$2,000 per teacher.

²Actual costs for building operation and maintenance, incl. insurance, averaged for recent years.

only. The difficulty of raising revenue locally to meet any portion of a long-accumulating backlog of building needs has been increased tremendously; in many districts it has been made impossible. Within the schools themselves a certain enrichment of the instructional program has occurred, but the main result there has been a very material increase in teachers salaries, both in terms of the schedule levels and the payments to individuals. Publicly, one definite result has been the elevation of public education into an exceedingly prominent spot in the public eye and to make it, rightly or wrongly, the target of very sharp public discussion about the high costs of public education.

Skyrocketing of State Expenses

All of this recent increase in public attention given to the costs of elementary and secondary education in Utah has occurred alongside very greatly elevated demands for public revenues for the state's junior colleges, which are wholly state supported, and for the state's institutions of higher learning. None of the whole picture has been simplified any, one might remark in passing, by the spectacular skyrocketing in the same state of expenditures for public relief, welfare institutions, and related services, from 3.2 million dol-

lars in 1936-37 to 12.6 million dollars in 1945 to 13.2 million dollars in 1946-47.

6. It has become clear that not every small elementary school within a consolidated district can or should be moved from its small local setting, but more small schools that are demonstrably uneconomical both educationally and financially can be centralized than are being centralized; and this fact is painfully true within even some of the large school districts that have been consolidated administratively for more than thirty years.

7. Populations may decrease significantly in some consolidated school districts,² contrary to expectations and contrary perhaps to population increases elsewhere, and the decreases in population will create need for school reorganization, need for relocation of school centers, need for new buildings, and need for additional revenue. Where a major reorganization and a major school building program has to be faced under these conditions the need for revenue is just as great as is the need for revenue for a major school building program under conditions of expanding population, but the critical difference is that under the conditions of declining population the wealth of the district may have remained static or may have decreased, which is the more likely.

Then if other regions of the state in which this district, and others like it, exists have been blessed with an expanding economy, and if, which is quite likely, the level of the state minimum program has itself risen as well as the cost of all items that enter into it and into all surplus program that local districts provide over and above the state minimum, then the smaller and weaker districts of the state are caught in economic shears that cut doubly deep.

When these several things happen together, greater attention than ever has to be given to (1) the necessity of including

Annual Cost Per Pupil Enrolled in the Several Schools of North Sanpete School District 1944-45 to 1946-47

School	For teaching services			For plant operators and maintenance			For both items, average of the three years	Pupils enrolled, average for the three years
	1944-45	1945-46	1946-47	1944-45	1945-46	1946-47		
Ft. Green Jr. H. ¹	\$120.99	\$121.41	\$132.56	\$21.05	\$23.34	\$26.03	\$148.31	58
Spring City Jr. H. ²	88.67	97.66	92.16	24.85	28.83	25.50	119.16	52
Wales Elementary	90.69	82.91	91.94	22.24	37.26	27.50	117.40	34
Fairview Jr. H. ³	97.03	83.72	91.11	23.42	19.15	23.88	112.66	126
Moroni (7-12)	76.63	74.85	75.49	28.85	19.72	17.28	97.51	236
Mt. Pleasant (7-12)	82.07	74.26	71.43	17.62	16.94	15.09	92.38	335
Spring City Elem.	84.87	66.73	68.24	16.92	13.29	18.82	89.53	73
Moroni Elementary	50.00	47.02	53.88	10.55	10.25	13.51	61.67	184
Ft. Green Elem.	43.36	45.89	52.28	11.38	14.52	14.75	60.67	105
Fairview Elem.	46.19	46.69	56.54	11.94	7.29	12.15	60.20	193
Mt. Pleasant Elem.	43.65	45.53	51.70	6.24	6.32	6.58	53.29	345

¹Three teachers, and 50 pupils in grades 7-9, in 1947-48.

²Three teachers, and 39 pupils in grades 7-9, in 1947-48.

³Five teachers, and 130 pupils in grades 7-10, in 1947-48.

²An accompanying chart shows the development of such a condition over a period of 25 years in one consolidated district in Utah.

capital outlay for school buildings in the state minimum program, (2) to the definition of the index number that is used for apportioning state equalization funds, and (3) to the probability of further consolidating two or more already consolidated school districts.

It then requires no prophet to discern on some distant horizon the unwelcome shadow of eventual complete state centralization materializing as a proposal that will loom large in the minds of many citizens and of some leaders as the ultimately necessary solution to the problem of providing reasonably equal educational opportunities for all children under unequal distribution of state wealth and population.

8. If any lesson on this point comes out of Utah's history under consolidation of schools, it is that other states which would now move into the establishment of enlarged local school administrative units should, wherever possible, avoid small units to begin with, units that have less, let us say roughly, than 2000 to 5000 pupils in grades 1-12, and that have less than 10 to 15 million dollars assessed valuation. And if at all possible under the pressures of localism and the presence of the property tax as the sole source of local school revenue, they should avoid as the plague the use of the boundaries of civil counties, particularly small and "poor" ones, as automatic or necessary boundaries of local school administrative units. By the same token, they should avoid even the use of the term "county unit" in writing legislation or even in talking and writing generally about the organization of local school administrative units.

Old Patterns Which Persist

9. After thirty years of "school consolidation" in Utah large elements of the preconsolidation patterns and their effects still persist. Intense feelings of local ownership of even indefensibly small schools still burn brightly. Community habits persist, as does a certain general social conservatism. Old but now obsolete school buildings still remain in use. The very ruggedness and rigidity of many of the older school buildings creates simultaneously a condition of obsolescence on the one hand and a psychological and economic barrier to improved school reorganizations on the other hand. Many of the still durable buildings now in use date back to the nineties. Built to "last a long, long time" and to postpone indefinitely any repetition of such costly ventures, these local buildings became objects of local pride and guarantees against future capital outlays and the taxes that accompany them. The presence in a community of one of those sturdy and impressive buildings year after year, capable of rendering service decade after decade, made it appear a combined act of sacrilege, of political surrender, and of economic folly to con-

sider abandoning that building on the grounds of obsolescence, or on the grounds that it might be better to transport its native pupils to some larger center.

Many of these large older buildings that are still in use are no different buildings fundamentally than were the one- and two-room buildings that sometimes preceded them; they are basically little different from small buildings that are their neighbors now. For a common practice has been either to add to the old pioneer building of one or two rooms an additional wing or an additional floor of the same block design, or to construct a new enlarged building with unit classrooms located on the four outside corners but with all of the other interior space devoted to two large hallways that intersected to a large vacant crossing. In many cases, one-room, two-room, four-room, eight-room, and even twelve-room elementary school buildings were and are essentially the same *kind* of a school building—a place where pupils, classified into forms or grades, each of which were taught the same limited series of subjects and exercises by one teacher per grade or per two grades or per four grades.

Remodeling these buildings and improving specialized units within them has gone on, of course, but all reasonable limits to this process have been reached, and at the best, many of these present buildings are not only old physically—they are obsolete functionally.

10. The presence of these buildings is both a resultant of and an encouragement to intense localism among school patrons. In many instances their presence now bars desirable educational reorganization, fixes much of the educational practice into a pattern of 30 or 40 years ago, and raises the unit costs in numerous schools to indefensibly high levels.

A Wasteful Situation

Some representative cases provide specific evidence. In a large consolidated school district in Utah, four operating school buildings sit in a string along a hard-surfaced road that is better than an average road even in the winter and over which senior high school pupils are now transported daily; the distance from the first building to the second building is 1.0 mile, from the second to the third building the distance is 0.6 mile, from the third to the fourth building the distance is 1.1 mile. These four operating school buildings all sit within the total linear distance by road of 2.7 miles. The fourth building is only 4.0 miles from a central town of the county, and the first of these buildings is, therefore, only 6.7 miles from this central town. In the first of these four buildings, 26 pupils are enrolled in grades 1-6, with two teachers. In the second building there are 27 pupils enrolled, with two teachers. In the third building there are 41 pupils enrolled, with two teachers, and in the

fourth building there are 111 pupils enrolled in grades 1-6, with six teachers. In the first building, there are four large classrooms, two of which are wholly unused; the available school population utilizes this building less than one third of its capacity. The average annual upkeep on this building during the past five years has been \$992 per year. The teaching cost now runs about \$4,000 per year. The unit-cost per pupil is \$154 for teaching alone, and \$190 per pupil for teaching and for plant operation and maintenance. In the second building the annual unit cost for teaching, with salaries equalized, is \$148, and the actual annual per-pupil cost for building operation and maintenance is \$36, a total of \$184. The total annual per-pupil cost in the third building is \$117, and in the fourth building it is \$141. The average of the four buildings is \$156.

In an elementary school of 12 teachers and 288 pupils in grades 1-6 situated within four miles of the fourth building in the above series in the same district, the annual per-pupil cost is \$14 for building operation and maintenance and \$83 for teaching, a total of \$97. Thus the unit costs in these four small elementary schools on the average run 50 per cent higher than they do in a neighboring elementary school of 12 teachers, and the unit cost in the smallest of them is double that in the large school.

Without reciting detailed evidence at length, one knows by common sense alone that the social and educational opportunities available to pupils in the large school are materially greater than they are in any of those small, two-teacher schools.

Savings From Reconsolidation Possible

In a second and smaller consolidated district in Utah both the general and the school population in all precincts has been steadily declining for twenty years. In none of the past five years has there been any upthrust in this district in the numbers of children six years of age, or five years of age, or four, or three, or two, or one year of age.

An elementary school building in this district that now houses 35 pupils in grades 1-8, inclusive, is located precisely six miles over first-class roads from another elementary school building that houses six teachers and 189 pupils in grades 1-6 and that has enough unused seating capacity in the rooms and the classes now operated in it, plus two unused classrooms, to absorb the 29 pupils in grades 1-6 from the first school without any additions to the teaching staff or to the seating or to the basic instructional equipment of the building. The six other pupils in grades 7-8 in the small school could be absorbed into a junior high school located within three blocks of the second elementary school.

In the first small elementary school

(Concluded on page 56)

Portland's School Football Jamboree!

*Karl D. Ernst**

Late in September each year, Portlanders have come to look forward to a spectacle unrivaled in color and pageantry. This spectacle is known as the High School Football Jamboree, and with the exception of two war years, 1942 and 1943, has been held annually since 1933 when the idea was suggested by Clifford Campbell, a prominent Portland citizen. Since its origin it has grown steadily into a Portland institution.

Eight high schools are represented in the Portland Interscholastic Athletic League. In inaugurating the schedule late in September, eight teams, bands, student bodies, and parents gather in the 32,000 capacity Multnomah Stadium on a Friday evening for two and one-half hours of colorful ceremony, suspense, and football. All eight teams participate in play during the evening, but until actual game time no one knows which schools will be matched. After an exciting draw during which a drum majorette selects a scroll from a car passing in front of the assembled teams and the bands on the playing field, the scrolls are released in front of the grandstand revealing

numbers from one to eight. Thus schools drawing numbers one and two are pitted against each other for one regulation quarter of football, teams number three and four play the second quarter, and teams drawing five and six, seven and eight, play the third and fourth quarters respectively. Each of these quarters of football are actually the first quarter of a real game which is concluded the following Monday afternoon on the home fields of four of the schools. The ball is placed in play exactly where it was at the conclusion of each quarter on Friday night.

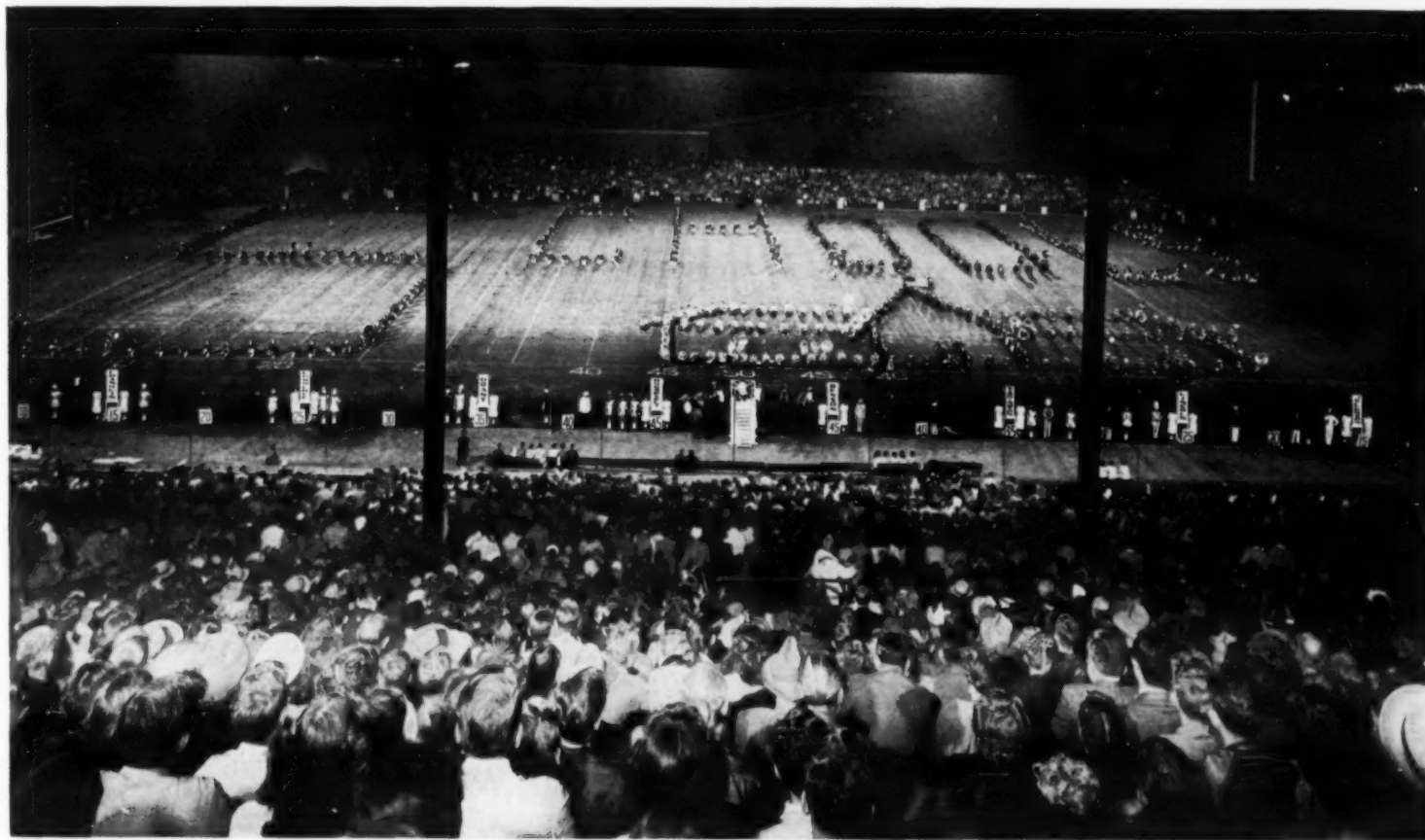
Actually the draw of scrolls determines the schedule of the games for the entire season, for the schedule is drawn up ahead of time by number rather than by school.

Preceding the draw and football game itself is a colorful entry onto the field by each of the eight bands. They enter the field playing and come to a final halt at positions between the 10 yard lines reaching from one end of the field to the other. After the massed performance of a familiar march such as "Washington Post" or "Semper Fidelis" in which all majors are in action with twirling maneuvers, the field lights are darkened and each bands-

man moves quickly into his place in massed letter or design formations. After a few seconds of blackout, the field lights go on and reveal the formation. The blackouts are repeated several times, depending upon the number of formations. In past years flashlights have been utilized in various ways and with different colors, usually revealing the final formation on the darkened field. Part of the spectacular nature of these massed formations is the fact that they are formed quickly in less than 15 seconds' time. Approximately 500 bandsmen participate each year.

From the final formation with the darkened field, the massed bands and audience participate in the performance of the "National Anthem" with a spotlight focused upon the flag being raised to position. Following this, the bandsmen move immediately to positions on the side lines until they completely form the outline of the edges of the field in single file. Each team is then introduced over the public-address system, making its entry by running single file led by its captain in front of the entire grandstand. The teams then form on the field on the various ten-yard markers. After the last team has reached its final posi-

*Supervisor of Music, Portland Public Schools, Portland, Ore.



The opening football game 1947, Portland, Oregon, high schools. General view of the field during one of the preliminary drills.

tion, the band directors and drum majors form on the 50-yard line. At this point, the football field is completely outlined for the spectators with approximately 500 bandmen and team members. The contrasting hues of eight different school uniforms against the brilliant green playing field makes an extremely colorful picture.

Each year a particular theme is used upon which to center the formations. During the war years patriotic motives were used. During the past two years slogans such as AMERICA'S FUTURE—YOUTH! and STRONG SCHOOLS—STRONG AMERICA! helped to make the community aware of its responsibility to its youth. In the second slogan a schoolhouse was fashioned by bandmen holding flashlights covered with red gelatin paper. This schoolhouse remained below the various words of the slogan to signify the school as the cornerstone and foundation of America.

After the drawing has revealed the opponents for the four quarters of football, the bands and six teams quickly clear the field leaving teams No. 1 and No. 2 to compete in

the first quarter. The entire preliminaries take less than 45 minutes and with fresh teams starting each quarter there are few time-outs. The entire evening of pageantry and sport requires not more than two and one-half hours.

The pregame ceremonies are planned each year by the supervisor of music assisted by the various high school band directors. The fact that the game is played during the third week of school in September means that the general plans must be simple of execution and carefully and accurately drawn, for each school band director has only a few days to weld together into a marching and playing unit a band consisting of numerous young and inexperienced bandmen.

Plans are drawn to scale on a series of diagrams with the assignment for each school indicated. The various school bands can then rehearse their individual maneuvers individually. One massed rehearsal is held on the afternoon preceding the game.

The game annually draws a crowd in excess of 30,000, and this support materially helps finance the interscholastic athletic program.

Job Experience Training in a Small High School

Florence I. Bradley¹

Two years ago, we were faced with the problem of introducing co-operative office work into our commercial department. The field was there although the school was relatively small. There are in our community a number of small offices and three very modern companies employing 600 to 700 workers each—one is the home office of the nation's leading textile printing organization.

Should we try our plan all at once or in well-considered steps? From what groups is co-operation needed? Who is placeable in an office in our town? If we were to prove to the businessmen that the pupils we had trained are satisfactory, must we select only the best? Can we reconcile the necessity of helping mediocre pupils with possible failure of the program?

We decided that the pupils must never be let down. So we sold them the idea first—the rest was relatively easy. In our town the young people all seemed to want to work in a local office. We tried to make the aim of every step definite and workable, and sought to get the office managers to give the pupils planned work.

In the spring two years ago, I sent out some selected capable students to work a week full time—with the idea in mind of establishing a good reputation for the program so that later the reliable fair students could also be placed. These students were carefully coached on dress and business manner at this time, and after checking we found the coaching had worked well. They were hired permanently in

June. The following fall we checked and all had proved satisfactory.

In every instance we had a talk with the personnel manager and the girl to make sure that she wanted to work in the office if hired, and if the employer agreed that there was a reasonable chance of employing her in June should she prove satisfactory. It was, therefore, to his advantage to train that particular girl.

Follow-Up Plans

The next fall we started early. We had Big Sister Day in October. Each commercial senior who expressed a desire to participate in the plan spent a full day in office observation of an alumna or other selected worker, in co-operation with the office manager. She took a report blank with her and next day we had an informal discussion in class of the general office organization and work she saw and inquired about.

In the late winter, when I called around at one of the offices, I found that some progress was being made. Would the personnel manager help a couple of representative students who would like to write an employees' manual on his factory and office? It was asking quite a lot, but he spent part of two mornings showing and telling, gave the students a textile book, and checked their work. The office manager checked a description of the office work by sections. A few days later the plant manager wrote commending the accuracy of the report and expressing willingness to further co-operate.

The report, duplicated for all class mem-

bers, provided the prospective employees with a survey knowledge of the business; brought to the attention of the personnel men the need for instructing young workers in this very elementary type of information; and provided the girls with the shorthand forms for the concerns where they were to work. We tried in every case to match a strong personal motive with a given job. The report was written by a levelheaded girl who had asked for an opportunity to observe business methods but who was headed for a job in her father's business.

The study of the report by the class was followed by one or two weeks' full-time work in the offices where we could place selected students. We sent them out as nearly the same time as possible and early enough in the last semester so that we could help them by review and reteaching, to overcome the weaknesses they had revealed while on the job. We felt that when placement time came to a climax with a particular student that it was time to stop co-operative work with that student. In some cases the girl had an opportunity to explore under careful guidance the work of a department or several departments of the office where she worked on school time, and was appraised at that time by the prospective employer.

Local Reactions

It wasn't always necessary to start from scratch. A few students had been working part time. A graduate of two years ago said to me: "Although I was already working part time, it helped me to understand the daily full-time office routine. I was employed then as a typist. During the period of work on school time I was sent to the cost department, and shortly after graduation, I was transferred to 'costs,' where I still am."

One of last year's graduates said: "Going out on school time helps you to find what the various types of jobs really mean. It gets you acquainted with one you would like. I am very satisfied and like my job very much."

A boy whom we placed in June in a job which the plant hopes will grow for him, remarked: "The commercial department obtained for me one of the best jobs a high school graduate could get. If an office in town needs an employee, it simply makes contact with the school and the commercial department sends out a student whom it believes is capable for the job. I shall be eternally grateful to my teachers and to Griswold High School."

Supt. Charles P. Lawrence has said that "the students responded in a most satisfactory manner and the program was accepted by the community with acclaim. All the girls have been placed in positions where their work will prove most advantageous to the employees and to the girl."

G. H. Lane, personnel manager, Plastic Wire & Cable Corporation, wrote: "We have had two girls from the high school two winters now and feel that this procedure (of job-experience training) is definitely very beneficial to the students as well as the business concerns. As a result of the time spent in our office, we have been so pleased that we have hired, on a full-time basis, two of the girls who spent a week with us during the school term. They have both worked out well. The plan has our hearty endorsement and you may plan on our future co-operation."

H. W. Tapper, director of personnel, of the Ashland Corporation, permits me to say: "It is fully appreciated at Ashland that the student of today is the employee of tomorrow. For this reason, we feel it of mutual interest to develop a plan of co-operative work with school authorities that will effect the most practical training of

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¹Concord College, Athens, W. Va.; formerly at Griswold High School, Jewett City, Conn.

Shall Teachers Fix Their Salaries?

Carl E. Solberg¹

The time has come for the teachers to make a new approach to this matter of salary. It seems to me that we take shots in the dark at everybody who has some voice in deciding what our pay shall be—with talk about minimums, maximums, schedules, tenure, disgraceful salaries, etc. Has anyone yet described to the lay people why it is necessary for teachers to receive top salaries? Is it not time that we educate the people to understand the service we plan to give for more salary?

If I worked in a garment factory, and rushed up to my employer and shouted, "I want a raise," what would the answer be? However, if I said, "Mr. Boss, I know a way that I can save two minutes on every garment turned out on your machines and I am going to show you how," you would raise my wages without my asking for it.

Some years ago, I told our board of education that teachers should determine their professional fees. I said to our physician member: "Doctor, if I come to you with an ailment and you patch me up, I must ask for your bill. You tell me that I must pay your price." Turning to our druggist member, I added: "When I go into your drugstore, Bill, to have the prescription filled, again I must say, 'How much?' and you tell me what I must pay. If I decide to take out health insurance for emergencies like this, I must ask my friend, the insurance man, how much I must pay."

"It seems to me," I said, "that we teachers are always being told what we must pay for the services and goods we buy, but we can never say what our professional fees will be. Can't we, like other professional people, state our fees?"

The Teachers Work Out Schedule

I related this incident to our teachers and we set about developing a salary schedule. We worked on it for nearly a year and when the details seemed to be nearly perfect, I presented the document to the board. The members did not take too kindly to our proposals and did not adopt them. I do not blame the board, because as lay people, they did not understand how a mere grade teacher should receive \$3,400 per year. The other day I asked a teacher if she taught in the high school and she replied, "No, merely in the grades." There are too many teachers who are "merely" grade teachers according to lay people.

I returned to the teachers with the board's verdict and we completely reviewed our proposed schedule. When we had it revised for the board, one of the teachers said, "Shall we present this to the board? Is it not *our* salary schedule? Do they have to adopt it?" This made me think that really she had something there. Maybe we teachers in each of the states should first adopt a basic schedule. If we could not set up a schedule acceptable to ourselves, how could we expect lay people to adopt it?

In trying to determine what pay is fair for teachers, there are two things which must be accepted: (1) the basis for the schedule; (2) the rate of pay. The first point must be decided before we can think about the amount of pay. In a salary schedule which I would propose, I would have a basic amount paid to each teacher which could be considered a minimum for only those teachers who could not qualify for other items as:

Five Items in Schedule

1. *Training*: I would allow a certain number of points for training, including summer school and approved travel.

2. *Experience*: The tried and tested teacher should and does earn more than the novice, and so I would allow stated points for experience.

3. *Merit*: This item, in the opinion of some, cannot be used. I feel differently. Two teachers with the same amount of training and experience may or may not be worth the same to a school. Here we have to contend with the "merely" type again. The taxpayers themselves press the issue on this point. No board with which I have dealt is opposed to paying a better salary to an excellent teacher. They do object to paying more to the "merely" group, and I do not blame them.

A straight salary increment from year to year perhaps presupposes added competence, but some teachers do not become more competent. Some school administrators throw out merit because they claim it is difficult to judge merit. However difficult the administration of a merit plan, there is a poor excuse for not doing what is right. The fact is that salary payments have always been made on the merit plan; the selection and promotion of teachers has always been made on the basis of merit. Why then leave it out of a proposed salary schedule? Common sense tells us that there is a difference in the ability of teachers, and it is completely unfair to the best teachers to let poor teaching be the criterion for pay. We teachers claim the ability to grade pupils. How is it then that we are unable to grade ourselves? We hand out grades; we cannot take them. We must be consistent. Some teachers may claim that tenure takes the place of merit, but it must be remembered that tenure safeguards the poor teacher as well as the excellent. In my opinion, tenure should apply only to the competent teachers. There can be no question but that the capable teacher suffers most from the fact that merit is not an item in the salary schedule. Teachers themselves should prepare the yardstick for judging merit and by no means leave the job to supervisors.

4. *Dependents*: I should like to propose that any person, man or woman, married or single, who has dependents to support, should be given a definite allowance for each dependent. This arrangement cannot be construed for or against a single-salary schedule.

5. *Special Duties and Skills*: This last item will allow extra pay for extra work and will require judicious consideration. Each

extra duty should have a point value and every teacher assigned to extra duty should receive a corresponding number of points.

The Rate of Pay

Thus, the salary schedule I propose should contain the foregoing items as the bases for teachers' professional fees. Now let us turn for a moment to the rate of pay. After the total number of points credited to a teacher has been fixed, I would multiply this figure by a predetermined number of dollars per point value. This amount, of course, should be based upon some reliable cost-of-living index and should be recommended by the organized teachers, preferably a state association, and then perhaps accepted by some organization like the State School Board Association. Thus, we set our own fees but do not ignore our legally constituted employers.

I do not believe in a fixed minimum nor a maximum salary. I believe that every inexperienced teacher should serve an internship, or a period of probation, during which he receives a maintenance fee—sufficient to live on. If the novice teacher is paid \$3,000 upon employment, there will not be funds enough for the experienced teacher to ever reach a \$6,000 maximum. Young teachers must realize that they will gain much from such an arrangement. School districts must be restricted in the employment of young interns. It is doubtful whether any inexperienced teacher can be worth a \$3,000 salary. A probationary period is a necessity for the effective administration of a high salary schedule.

Suggested Point Scale

A suggested salary schedule for the consideration of all who might be interested in the development of some form of a pay scale for teachers might be based on the following outline:

1. Basic minimum points 100

2 years	0 points	4 years	10 points
3 years	3 points	5 years	20 points

Additional points will be given in addition to the bachelor's degree at the rate of 1 point up to a limit of 5 points to masters for each summer session or approved travel. Both subject to the approval of the board of education.

3. Experience

1 year	5 points	9 years	26 points
2 years	7 points	10 years	28 points
3 years	11 points	11 years	30 points
4 years	14 points	12 years	32 points
5 years	17 points	13 years	34 points
6 years	20 points	14 years	36 points
7 years	22 points	15 years	38 points
8 years	24 points	16 years	40 points

4. Merit

Below grade 70	0 points
70 to 79	2 points
80 to 89	4 points
90 to 99	5 points

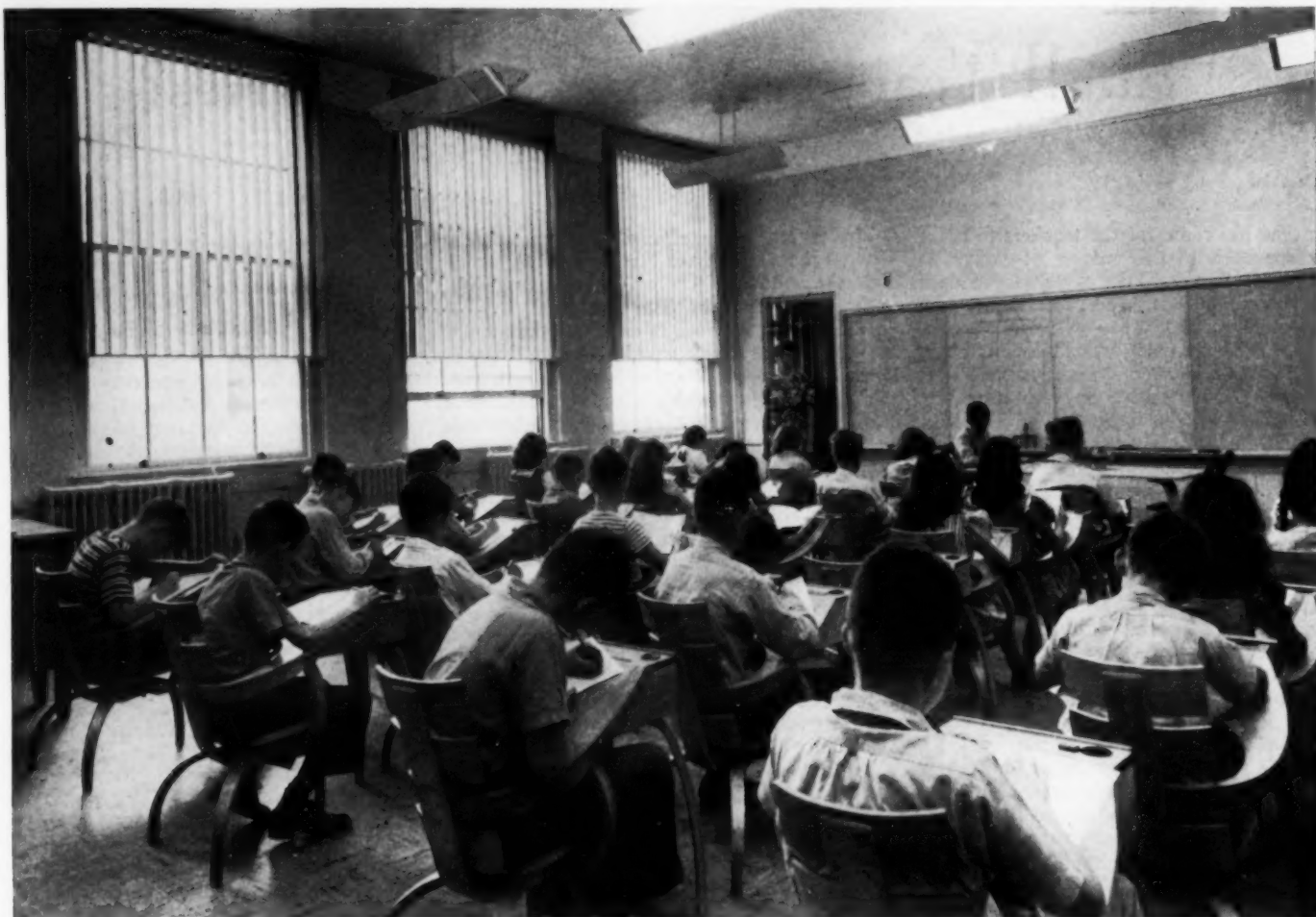
100—Point value to be determined by board of education.

5. Dependents

0 dependents	0 points
1 or 2 dependents	5 points
3 or more dependents	10 points

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¹Superintendent of Schools, Cannon Falls, Minn.



The model classroom looking toward the teacher's end and showing the lighting controls at the windows and the fluorescent lighting units. The blackboards are light in color as are also the furniture and the floor.

School Lighting Tests

*Willard Allphin**

"Model Classrooms" are frequently installed by school departments, PTA's, or interested branches of the electrical industry in order to show how much can be done by lighting, painting, choice of furniture and chalkboards to improve the visual environment for the children. These rooms are usually in old buildings where the contrast between old and new methods will be evident. Sometimes, however, an entirely new building is lighted and decorated to a degree which contrasts strongly with other buildings in the school system.

Whether it is a single "model classroom" or an entire new building which has the improved lighting, those responsible for the project are asked countless times whether the children are doing improved work under the new lighting. It is the purpose of this discussion to point out why such a question cannot be answered except in the case of a very carefully planned test.

*Lighting Engineer and Research Specialist, Sylvania Electric Products, Inc., Salem, Mass.

Physical Requirements

Let us consider the requirements for such a test. Fundamentally, it is a matter of taking two groups of children, exactly balanced as to knowledge and mental ability, and placing them in conditions which are identical except in regard to lighting. Suppose the test is to involve fifth-grade pupils. Then it is necessary that there be at least two fifth-grade rooms. Three will be better, so that in balancing groups of children those who do not balance can be put in the third room.

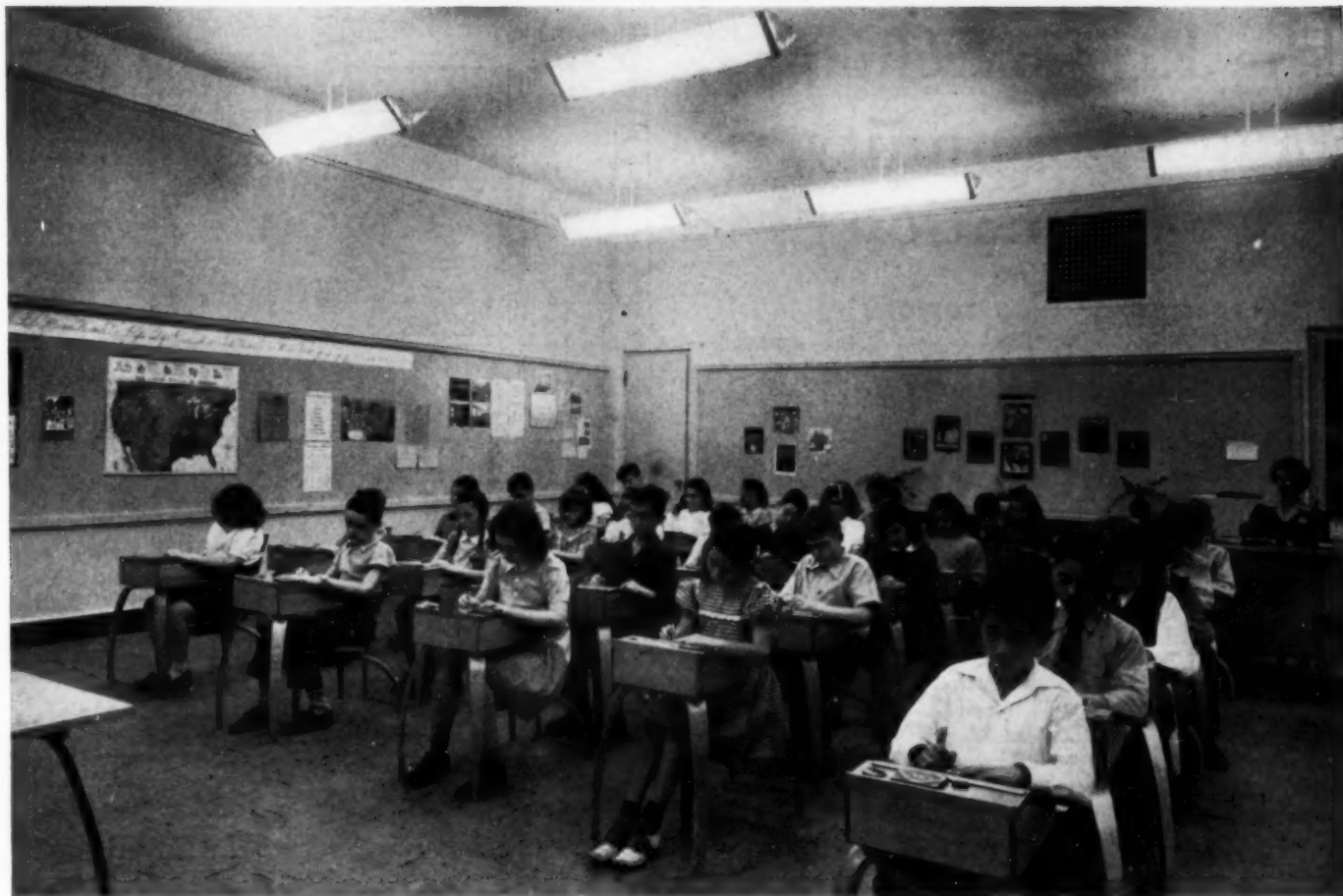
The two rooms to be used for the actual test should be identical in size, shape, decoration, arrangement, and exposure. The control room should have the type of artificial lighting which is being used as a basis of comparison and the experimental room should have the improved lighting. It is customary to use automatic photoelectric controls for the lighting in the experimental room to insure that it will be used whenever it is needed.

Equalizing Teaching Tests

If there are two teachers they should alternate so that each teaches half the subjects to both classes. If the teaching is departmentalized it should be so arranged that a particular subject will be taught at nearly the same time of day in each room. The children should be told as little as possible about the test until after it is finished.

Scope of Tests

The foregoing has been described on the basis of two rooms. Of course multiples of this, using several control and several experimental rooms would be desirable. At any rate, the control rooms are just as important as the experimental ones. When a whole school is relighted it is a fine thing for the children, but conclusive proof cannot be had of any improvement in scholarship due to lighting unless large scale tests are set up to include other schools which are similar in all respects



The classroom looking toward the inner and rear walls showing the tackboards and the ceiling supplementary lighting.

except lighting. The scholarship may improve and we may feel sure that the better lighting is responsible, but a skeptic can object that other factors of time, place, or personality have caused the change.

Psychological Tests

Making the physical setup of control and experimental rooms is comparatively easy; dividing the pupils is a real problem and should only be done by an experienced educational psychologist. The children are given intelligence tests and achievement tests at the beginning and the end of the study. When setting up the balanced groups at the beginning it is desirable to have all of the children in matched pairs, but since this would require a very large "pool" to draw from, it is customary to have the totals of each room equal for chronological age (years old), mental age (intelligence test) and educational age (achievement test). Then, at the end of the investigation any difference in educational age for the two groups can be ascribed to the variable, i.e., improved lighting.

Previous Tests

Because of the necessity of confining the work to one variable it is evident that neither "model rooms" in which lighting, decoration, furniture, etc., are changed, nor renovating projects, nor new construction, are suitable for such tests. A specially planned setup is required. Such have been used on at least two

previous occasions. In Cambridge, Mass., two rooms were operated for one year¹ and in Joplin, Mo., four rooms were operated for three years² on bases similar to those described above. In both of these tests significant gains in scholarship were made by children in the well-lighted rooms as compared with those in the control rooms. Nevertheless, it cannot be said that the publication of these results had any wide effect upon the schoolroom lighting of the nation. Dignified footnotes, such as those below, have appeared in various places but they have evidently not led to much action.

It would be interesting to know whether or not educators who have read these reports accept their conclusions. If not, what sort of test results would be acceptable to them? Perhaps such tests can be arranged.

Conclusions

It has been shown that most school lighting installations do not lend themselves to scholarship improvement tests, but that straightforward techniques are available where such tests are desired. However, it is doubtful if further tests are needed until the educational world has acted upon the results of past ones.

¹Willard Allphin, "Influence of School Lighting on Scholarship," Transactions of the Illuminating Engineering Society, Vol. 31, No. 8, Sept., 1936.

²Matthew Luckiesh and Frank K. Moss, "Effects of Classroom Lighting Upon Educational Progress and Visual Welfare of School Children," Illuminating Engineering, Vol. 35, No. 10, Dec., 1940.

SCHOOL BUILDING NEWS

► Victor H. Rhodes has been named Commissioner of School Buildings for the board of education at St. Louis, Mo. Mr. Rhodes who replaces Joseph Sullivan, who died recently, is a graduate of the Washington School of Law and has considerable experience in real estate management and construction work.

► Wauwatosa, Wis. The school board has awarded contracts for the construction of a \$300,000 addition to the McKinley Elementary School. The addition will include additional kindergarten and classroom space, as well as a gymnasium-auditorium for the school. A four-room addition to the Wilson Elementary school is nearing completion.

► The public schools of Valley City, N. Dak., are engaged in a program of school plant rehabilitation. In December, 1947, a bond issue of \$250,000 was approved by the voters. The proceeds of the issue are being used to remodel three elementary buildings and to build an addition to the high school building. The addition will house the vocational classes, will enlarge the gymnasium and physical-education facilities, and provide an auditorium for group activities. The classrooms in all buildings have been redecorated to raise the reflection coefficient of walls and floors for better lighting conditions.

► Stoughton, Wis. The board of education is working with the Planning Commission and the city council in the development of an over-all plan for the future development of the municipally owned Mandt Park. A football field and running track will be located in this centrally located park to enable the area now used as a football field to be used as a playground area and a practice field. Additional land has been purchased adjacent to the school grounds to expand the area for playgrounds.

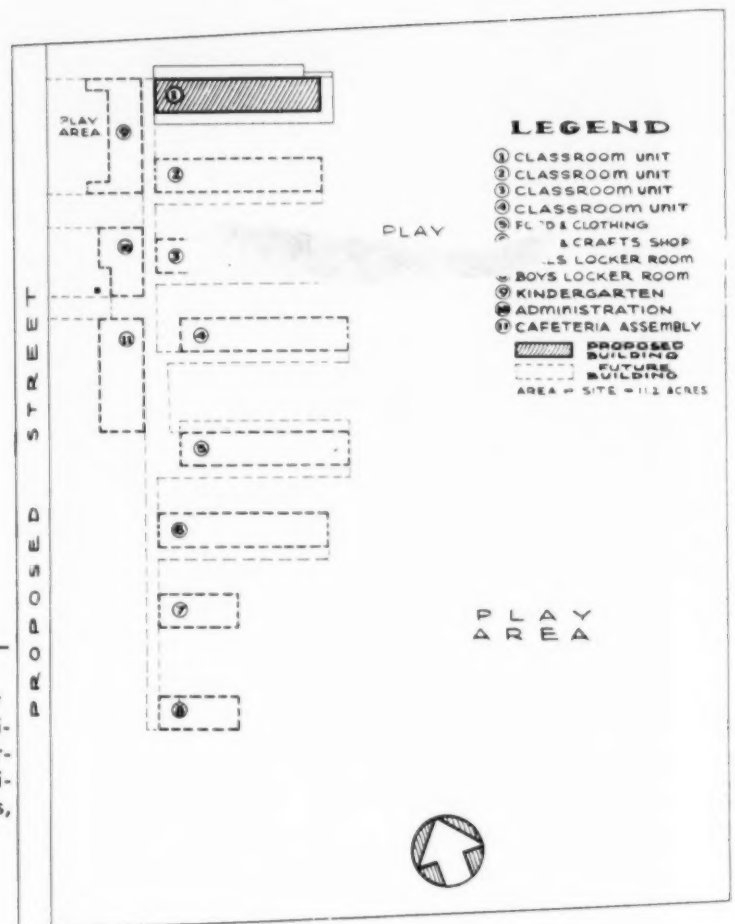
The Rivera Schools and Community Co-ordination

Gerald E. Dennerlein¹

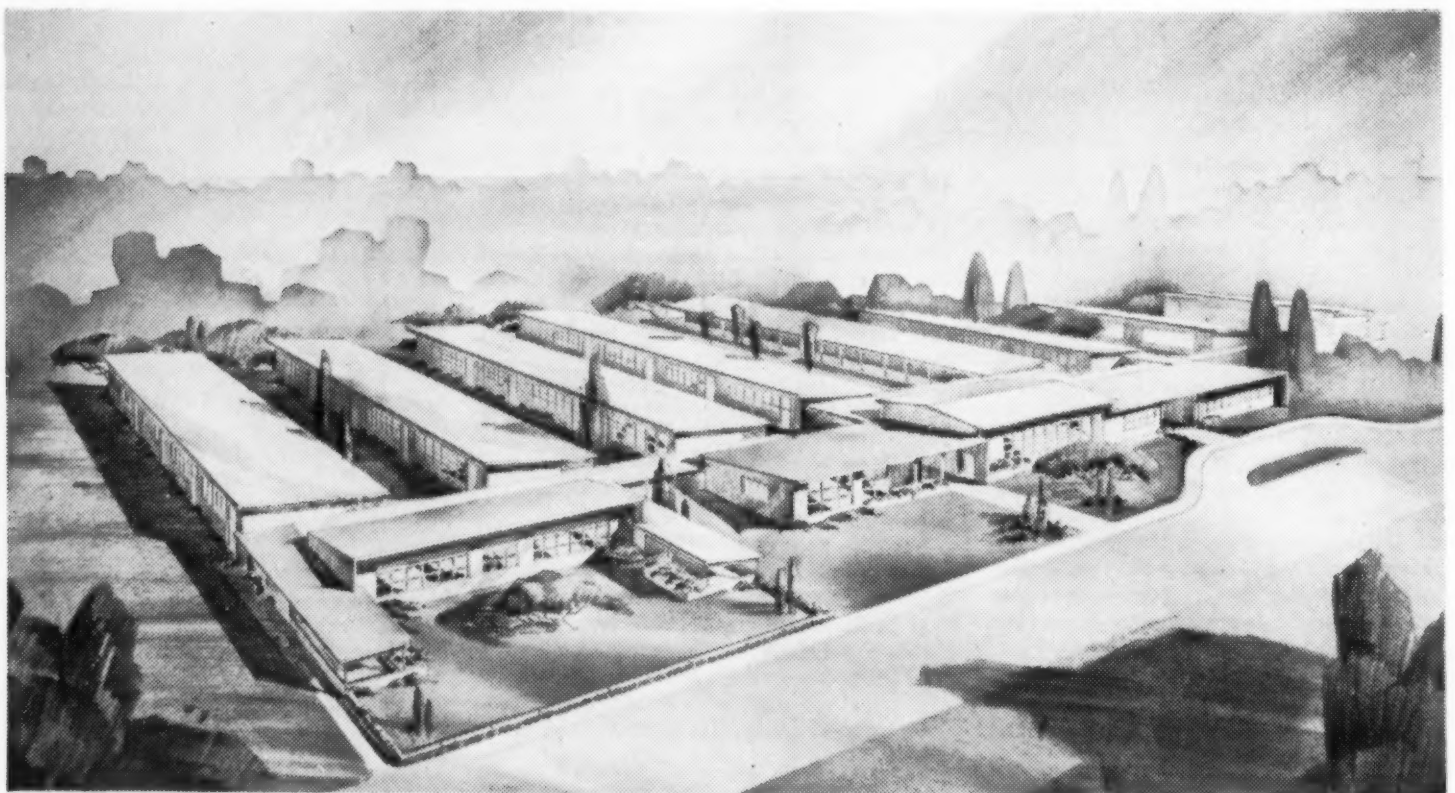
The community of Rivera has been characterized as a "Sleeper Area" with a "Main Street that leads to nowhere." It is now in the channel of a huge population tidal wave and has been compelled to awaken, reorganize, and vitalize its community thinking. The vicinity is not incorporated. The school and several recently organized civic groups constitute its major escalators to progress.

Rivera School District was established in 1868 and is situated between two rivers, the Rio Hondo and the San Gabriel. It is located 13 miles southeast from the heart of metropolitan Los Angeles and constitutes the fringe of the orange grove frontier that is rapidly feeling the terrific impact of an overwhelming population inundation. Major freeways quarter the district, and sharply increasing property taxes, poor production, and low

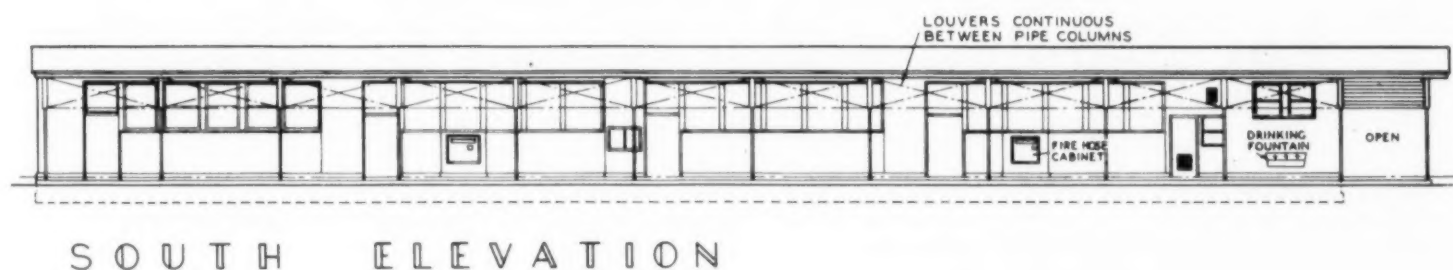
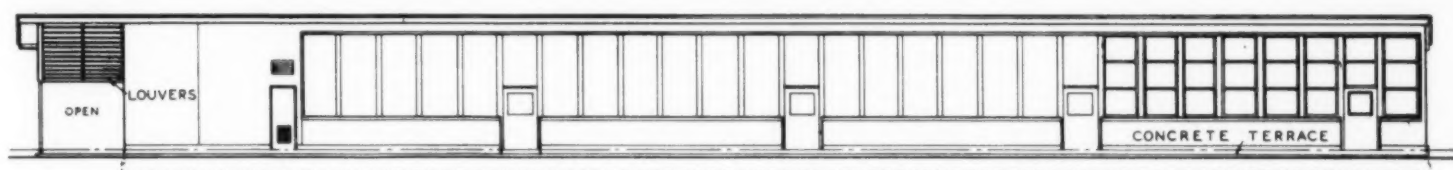
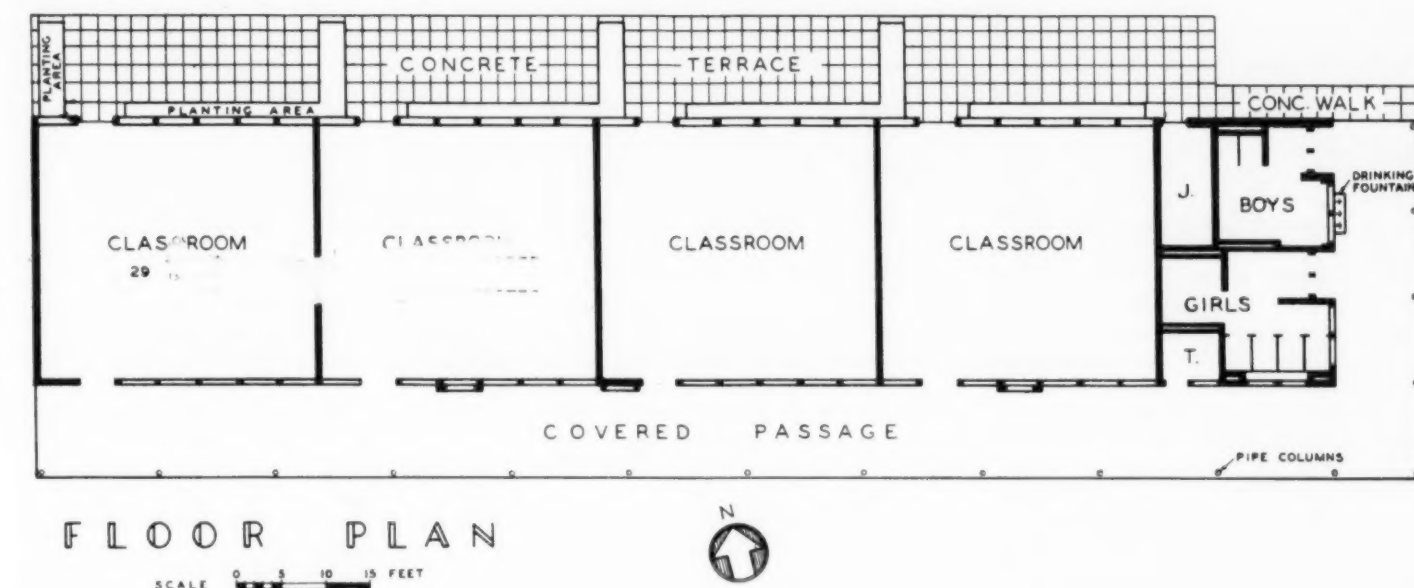
Site Plan, Primary School, Rivera, California. Kistner, Curtis & Wright, Architects and Engineers, Los Angeles, California.



¹District Superintendent of Schools, Rivera, Calif.



Perspective, Primary School, Rivera, California. — Kistner, Curtis & Wright, Architects and Engineers, Los Angeles, California.



prices have forced some of the agricultural interests to subdivide and liquidate their estates. The school district is 3.43 square miles in area with a population of 2500. Rivera, founded on agriculture, is the oldest community in the area and its history indicates many economic and social adjustments.

Focusing the Problem in the Community

The basic problem confronting the people of Rivera is the socioeconomic changes due to the population influx and the accompanying problem of "How to finance an adequate school program with the present tax structure." The district has a present assessed valuation of \$2,025,730. It is bonded to full capacity and voted at a tax election on May 21, 1948, for a \$1.50 tax rate, which is currently the highest in Los Angeles County. It has been classified as an "impoverished school district" by the state and has applied for one quarter of a million dollars for school building aid. If the district receives this aid, the school building program will still be a year behind the projected pupil population. The district has no industry, being purely agri-

cultural and residential. The school is conducted for pupils from kindergarten through the eighth grade, and at present half of the classes are on double session. The kindergarten is housed in a community building. The present school plant is obsolete and substandard in all aspects and the facilities appropriate for 100 rather than 330 pupils. The Rivera School Board of Trustees on September 15, 1947, purchased 12 acres for a new school plant. The co-operation of the Los Angeles County Board of Supervisors in purchasing 9.33 acres of land had provided a joint school and community park for this area which is contiguous with the school. Prior to this no playground facilities of any type were available.

Due to the fact that a new tract of 56 homes is under present construction, a third 10-acre school site must be immediately secured although no district funds are available from any source.

Facing the Problem Through Community Co-ordination

The Rivera community groups including the

school board, the Parent-Teachers Association, the Co-ordinating Council, Property Owners Association, and others have been undaunted by the magnitude of the school and community problems, and they are mutually pioneering and co-operating to provide better buildings, facilities, and opportunity for the residents and children of Rivera.

The first Annual Rivera Harvest Carnival, sponsored by the Parent-Teachers Association, was held at the school on October 24, 1947, with an attendance of better than 2000. This community enterprise cleared \$1,800 and proved extremely beneficial in potentially polarizing the community, establishing splendid social relationships, and providing activities and entertainment for adults and children.

The Community Property Owners Association of Rivera held their first public meeting on September 10, 1947. The agenda of monthly meetings included topics such as "The Place of the School in the Community," "Planning for a Better Community," "Water Consolidation," "Zoning and Its Implications," and others. This association has greatly assisted the school in successfully passing a

school bond election of \$26,000, and supported the \$1.50 tax increase election. Among its outstanding achievements was the lending of its influence toward securing the county maintained park for Rivera. The Association has sponsored a survey of the Rivera area by the Regional Planning Commission, in which it will act as a fact-finding body and secure from the residents, by means of a questionnaire, their zoning preferences. These data will be utilized by the Planning Commission in making their recommendations.

January 20, 1948, marked the organization of an active Co-ordinating Council for Rivera. Seven interested groups have joined, including numerous individuals. Community pride is being manifested by projects such as illuminated Rivera name signs, widening of streets, drainage, welfare, recreation, and others.

The Woman's Improvement Club, one of the older organizations, with culture and social purposes has co-operated by making available their clubhouse for kindergarten classes.

The Board of School Trustees and the administration cognizant of the realistic educational problems facing the district, secured in conjunction with the other schools in the Whittier High School District, a comprehensive Educational Survey of the entire area made by the University of Southern California

Educational Administration Staff. The survey included the following analysis:

1. Organizational structure and operation
2. Financial structure and operation
3. Student personnel and population
4. Curriculum and instruction
5. Certificated and noncertificated personnel
6. Auxiliary and special services
7. School plant and utilization

A Solution Through Participation

The three major problems facing Rivera are namely, consolidation of ten water companies, domestic and irrigational, to provide one source; planning and zoning for the type of community desired; and providing sufficient and needed school facilities.

These three items are mutually interrelated and must be considered in the immediate future. It is essential that a philosophy of community regeneration prevail and that proper democratic procedures be utilized. The main issues necessarily must be focused and decisions made.

The water, zoning, and school problems can be solved mainly through consolidation into a larger framework of organization. The county government is considering the possibilities of a mutual or county water system.

The people of Rivera and the County Regional Planning Commission will together determine the zoning regulations for Rivera. The Whittier Educational Survey Committee will propose as an alternative the unification of the Rivera School District with the Whittier Union High School District.

A clear and complete understanding of the implications and action necessary in Rivera's present and future difficulties must be met through community participation. The progress already made is inspirational.

In Conclusion

This is the saga of how a typical small California community awakened in time to realize the modern changes and developmental pattern materializing in its future. Through community action with the school as the hub, it is moving and reorientating its historic past, by understanding and facing squarely its fundamental problems. Its destiny is now crystallized and promises to undergo a tremendous transformation from a forgotten agriculture village of 1890, into a choice modern residential suburb of Los Angeles. The Rivera school with the assistance of interested civic-minded groups has served as the lever for motivating community and educational evolution.

The Maintenance of School Buildings *

Francis R. Scherer¹

The term "maintenance" as applied to school buildings seems to be accepted by many school authorities in its broader sense as including with the repair functions those of housekeeping; other school business authorities place the latter in a category of its own termed "operations." The present paper refers to the broader field of both these functions because they frequently overlap and the status of one often is modified by the quality of the other. Then too, there is a kind of fish-and-chips relationship about them which suggests that they be offered in the one serving.

Studies of expenditures for education in the United States, carried back over a considerable number of years, disclose that approximately one third of all money spent for public education goes to construct, operate, and maintain the school plant. It is likely that the situation in Ontario reasonably parallels these percentages.

Nine principal items usually constitute the categories into which the maintenance and operating costs fall. These are (1) custodial services, (2) fuel, (3) power, (4) maintenance of building services, (5) maintenance of building interiors, (6) maintenance of building ex-

teriors, (7) maintenance of grounds, (8) maintenance of furniture, and (9) maintenance of instructional equipment.

Custodial Service

Ordinarily the wages paid to the custodial men and women comprise the largest single item of school-plant operating expense. If the right people are selected for these jobs, especially for the job of head custodian, not only will a better and more economical job of operating the school plant result, but a high esprit de corps will prevail and community attitudes toward the school system will improve. I like to think that the chief responsibility of the head custodian is to protect the school property. In addition to this, he operates the heating system, keeps the building clean, cares for the grounds and walks, makes minor repairs, receives materials delivered to his school and sees that they are properly distributed, and is ever on the alert to correct fire and accident hazards. It is important that he has the ability to get on well with teachers, pupils, tradesmen, and the public. He should possess sufficient managerial ability to keep his assistants gainfully occupied and satisfied in their working conditions. He has the added responsibility of bringing to the attention of higher authority those things which need correction, but which may be beyond his skill or province to act upon.

The day of the earlier type janitor is rapidly passing. The newer school plants require more expert attention because of the intricacies of equipment and controls. The increased use of pressure vessels for heating, for hot water storage, and for the utilization of compressed air introduces potential hazards that require intelligent supervision. Many communities wisely require licenses issued by an examining board to show evidence of knowledge and ability to operate boiler plants. All of this adds up to the requirement for more highly skilled men than held true in the era of stove and furnace heat. As the requirements for skill have gone up so obviously have the wage scales followed suit, or at least so they should have.

Custodial service involves the kind of jobs for which training is ordinarily of the in-service type. The more ambitious persons supplement such training by special courses when available within the local school system, by correspondence courses, by membership in related organizations, an occasional custodial training course at a near-by university, and through visitations. In-service training should be encouraged and where possible the published pay schedules should indicate the pay advantages that accrue from such training.

The supervision of custodial services is highly essential. Within a school itself the men and women assistants are customarily super-

*This paper formed the basis of an address before the Ontario Association of School Business Officials, at Ottawa, Canada, May 10, 1948.

¹Architect and Superintendent of School Buildings, Rochester, N. Y.

vised by the head custodian who in turn is under the immediate direction of the principal. Top-side supervision, guidance, and spot-checking for conformance with the school district's standards might well be furnished from the business administrator's office. A written work schedule will prove to be invaluable. While it cannot cover the many special chores which the custodial people are called upon to perform each day, it should set up those things that are recurring in need, such as sweeping, mopping, dusting, window washing, and the like. The frequency of the tasks varies with the different occupancies, such as classrooms, corridors, toilet rooms, vestibules, gymnasiums, etc. This work schedule prepared by the head custodian should have the approval of the principal. It would minimize the danger of important jobs being overlooked, would make supervision easier, and avoid misunderstandings. The work schedule would also spell out our responsibility for such important items as the need for the head custodian to check, each school day before the building opens, that the fire alarm system is in order and that all required exit doors can be readily operated by the children.

Business and industry today are competing for the type of man the schools should have for head custodian. In a majority of cases the pay scale of the school system is less attractive than corresponding industrial pay, which probably is a holdover from the day when certain advantages accrued to the civil worker not then generally available in industry. There is need to re-evaluate the situation today and raise the advantages to a point where our custodial people will receive benefits at least equal to what they would receive had they elected to go into industry. These benefits have to do with such things as working conditions, hours of work, wage rates, and job security. Provision should be made for continuous employment, for a retirement plan, for vacations with pay, and for sick leave. If such benefits are adopted, we shall in general attract more desirable persons and reduce labor turnover.

The head custodian must be a prudent manager. His ability will be reflected in the amount of fuel burned and electricity consumed and in the feeling of orderliness and well-being imparted upon entering the school. His alertness to preventive measures determines whether the school district pays for the proverbial one stitch or for nine. We want him to be the type of manager who will make and keep performance records of his school plant not only for his own guidance but for supervisory review by the business office.

The Economic Use of Fuel

In our northern latitudes the cost of heating is a significant factor in the operating budget. Coal and fuel oil have gone up considerably from prewar prices. The adoption of a program of fuel conservation becomes timely not only as a matter of economy but also in the larger area of the conservation of a vital resource. We have had considerable success in enlisting the co-operation of our schools in a

conservation program by means of bulletins which spell out several ways of effecting savings. When the situation threatens to become very serious as in the case of mine or delivery strikes, extreme measures such as the abandonment of mechanical ventilation in favor of open windows are indicated. Examples of recommendations sent to the schools are the following:

1. Do not start up the boilers in the fall until the temperature has dropped to a point where the classrooms are likely to be below 65 deg. F. when school opens in the morning. The sun will soon warm them adequately.

2. When the boilers are in operation start up the air supply fans just long enough to permit the recirculation of air in the early morning and then close them down when school begins.

3. Keep the windows open at all times when the fans are not running. Better diffusion of fresh air and freedom from drafts will result from opening several windows from the top, the amount depending upon the outside temperature and wind direction. It is inadvisable on colder days to open from the bottom windows not equipped with deflectors. A written memorandum from the principal to each teacher for occasional reference or a notice posted in each room used by more than one teacher is suggested.

4. Continue with open window ventilation until such time as direct radiation in the room (radiators or pipe coils) fails to maintain the room at 69 deg. F. The head custodian should then start up the ventilating system, whereupon the windows will be closed.

5. Adjust thermostats as follows:

- a) When the ventilating system is not running

Kindergarten — 69 deg. to 71 deg.

Auditorium — gymnasium, activities rooms such as manual training, cooking, and shops — 65 deg.

All other rooms — 67 deg. to 69 deg.

- b) When the ventilating system is running, kindergartens and classrooms may be set one degree higher than the above schedule in those rooms having heating and ventilating units, so as to compensate for difference in air motion and humidity.

6. Bank fires as early in the afternoon as possible.

Problems of Use of Power

In the operating budget electricity is another costly item which lends itself to a program of conservation. While it may be that your unit costs in Ontario are considerably below those which many of our communities in the states have to pay, it is true nonetheless that this is an area in which savings can be accomplished through the adoption of co-operative methods by the schools. Although it is never the thought to deny children adequate light, a visit to almost any school reveals the unnecessary consumption of electricity. Occasional reminders to our schools carry such suggestions as:

1. Use outside light as much as possible by rolling up window shades, top and bottom, so

that none of the window is shaded. Turn on the electric lights only after outside light becomes insufficient.

2. Turn off all lights in a room that is unoccupied. This applies to offices, classrooms, gymnasiums, locker rooms, and all other rooms in the building.

3. Request teachers to use only as much light as they need for their seeing tasks when alone in the classroom during a vacant period or after school.

4. Shut off the motors on operating equipment when such equipment is not in use.

5. Check the refrigerators in cafeterias, lunchrooms, and homemaking rooms to determine whether the amount of use made of them justifies the expense of constant operation.

Instructions directed particularly to the head custodian include the following:

1. Lights in rooms should be turned on only when the custodial employee is in the room and should be switched off when he or she leaves the room.

2. Only a minimum of light should be used in the corridors after school is dismissed.

3. Where it is required for safe passage to burn lights constantly in the boiler and equipment rooms, see that the lamps are reduced to the smallest size consistent with the purpose they serve.

4. Close down ventilating fans when practicable in accordance with instructions on fuel saving.

Building Maintenance

From occasional studies of maintenance policies, costs, and considered opinions in several school systems, it appears that an average annual expenditure of about 1¼ per cent of the current replacement value of a building and its equipment is required to keep the building, grounds, and equipment in a state of good repair. The method of handling this maintenance and repair program differs in various communities. Some of the larger school districts operate a maintenance force with mechanics skilled in the various trades, confining their activities strictly to maintenance. Other communities operate with contractors who do the repair work on a competitive firm bid or by force account. Still other communities, and these probably form the majority, use a combination of these plans, keeping a skeleton crew of maintenance men who can quickly respond in cases of an emergency and who ordinarily confine their tasks to the smaller items, leaving the sizable work to be done by contractors. This is the method used in Rochester, with the added feature that the maintenance men are recruited from the custodial operating staff and therefore form a reserve pool from which emergency help is taken to replace regularly assigned operating personnel who for any reason are absent from their regular assignment.

Needless to say, there are advantages and disadvantages to all three methods. In recent years, however, my observation has been that the trend is definitely toward the combination scheme.



Portrait of the Grant Park, Illinois, School Board.

Steady progress has been recorded at Grant Park, Illinois, through the service of this board of education, three members of which have eleven years of experience. Left to right: Claude Hayden; Arnold Martens; Frank W. Love, president; John Rosenbrock, secretary; H. N. Dennis. Photograph courtesy of Superintendent Wesley R. Ruby.

Care of Building Services

Building services constitute the greatest demand on the repair and upkeep budget, comprising as they do the operation of and repair of the heating, plumbing, lighting, power, and signal systems. Because of their very character the life of these systems is less than that of the structure itself. They are subject to destructive forces, chemical reaction, and mechanical wear. In our subconscious mind we no doubt think more often of the custodian as a man with a wrench in his hand rather than one carrying a broom.

Much attention has to be given such things as leaky boiler tubes, burned and warped grates, spalled refractory linings, leaky radiators, valves, and fittings, worn pumps, corroded piping, plugged drains, and short circuits. Maintaining a condition of good repair, while telling on the maintenance budget, results not only in lower operating costs but in safer, more healthful, comfortable, and pleasing surroundings in the school buildings.

The Building Interior

A thorough inspection of each building should be made at least once a year. The structural components should be examined to determine that their behavior and aging are normal. Items that affect safety to life or fire safety within the building should be especially scrutinized. Suspended ceilings, plaster and other articles that are fastened to the building in an overhead position should be carefully examined. Where wood floors are used these should be corrected for splintered condition or saturated oil condition. Perhaps the adoption of a long-range program of sealing the floors would be advisable. Windows need to be adjusted so that both the upper and lower sash can be opened easily by the children. They must be kept sufficiently sturdy to withstand high wind pressures and be weather-stripped to provide comfort and aid fuel conservation. Stair treads and handrails necessarily must be kept in excellent condition, and obviously it is of utmost importance that

the panic hardware on exit doors be maintained at all times in such condition of repair that the doors can be opened readily by the children.

The Building Exterior

Probably there is no area of the school plant which lends itself to preventive maintenance more so than that of the exterior walls, roofs, etc. The pointing and tucking of brick and stone walls, especially copings and cornices, if not attended to early will rapidly cause disintegration especially in climates where there is considerable freezing and thawing. Roofs, gutters, and downspouts need to be examined periodically for evidences of corrosion. Where these are of nonferrous metals, corrective materials need to be applied when rusting is first evidenced. Exposed woodwork, nonferrous metalwork, and flag poles should be painted as frequently as necessary to keep the basic materials themselves from being exposed to the elements. Where window frames have not been calked, this should be done with a suitable mastic material so as to add to the comfort of the occupants and to save fuel. Where outdoor stairs or fire escapes are in use, they must be kept safe. This involves the inspection of their construction and supports and protection against corrosion.

The School Grounds

When we have the creation and maintenance of lawns and landscape planting, proper maintenance presupposes some knowledge of plant life and its required care. Rolling, top dressing, reseeding, fertilizing, and watering as well as grass cutting are recurring tasks. Sometimes the pupils take over part of the care, especially of flower gardens. Good upkeep of the school grounds serves as an inspiration to the neighbors to keep up their grounds also; thus the entire neighborhood is made a more lovely spot in which to live. The athletic fields and playgrounds best serve their purpose when kept in good condition. Certainly stones should be removed and holes worn into the ground should be filled and tamped level so as to pre-

vent injuries. Fences, railings, and driveways must receive attention.

Care of Furniture and Instructional Equipment

Usually the upkeep of *furniture* is handled in one of two ways. In larger school systems a central shop is equipped with the necessary tools and appurtenances for repairs and refinishing. A rule-of-thumb guide as to when to repair and refinish furniture is sometimes set up so that the total repair cost may not exceed one half the replacement value of the article, assuming that replacements are available. Where a school system is large enough to maintain one or more men constantly at this kind of work, greater skill is developed and usually lower costs and better jobs result. An alternate scheme that applies to smaller school districts is to care for the furniture repairs and refinishing within the school itself. Sometimes this can be done without removing the furniture from the classroom. During the vacation period, portable sanders may be used to dress the badly worn and cut surfaces, following which the refinishing is done. The newer trend is to finish classroom furniture in the lightest possible shades so as to obtain more suitable brightness differences in the interest of quality lighting. Where the work accumulates and there is not a surplus of furniture available for temporary use, it sometimes becomes necessary to have a little additional help in the summertime to do this work.

In the category of *instructional equipment* are such items as machine tools, refrigerators, stoves, radios, gymnasium equipment, and other tools of instruction. When the needed attention is minor in character, it frequently can be done at the school. In the absence of a central repair shop to handle the repair of a more complex item, it may be well to return the article to the vendor for factory repair or use the services of a local machine or fix-it shop.

There is likely to be a rather definite relationship between the initial cost of the school plant and the recurring costs for its operation and upkeep. In the development of plans and specifications for a new building, therefore, there is something to be gained by bringing into the discussion with the architect and school administrator those employees of the district who have an intimate knowledge of the costs of maintenance and operation and the reasons therefor. Decisions on certain types of equipment and building materials and finishes should reflect proper consideration of upkeep costs. Economic studies should be made to prove the wisdom of paying higher initial costs for some things. Ignoring this factor so as to obtain the largest building the bond issue will permit is perhaps to do a disservice to the people who must retire those bonds and raise by tax levy the general expense funds each year for the conduct of the school.

The millennium will be reached when someone finally designs a school plant with all its component parts such that their period of usefulness will terminate at about the same time—much on the order of the one-horse shay.



Exterior, Homer Community School, Homer, Michigan. — Lewis J. Sarvis, Architect, Battle Creek, Michigan.

The Homer Community School

The Homer Community School, completed and occupied in September, 1947, represents an interesting educational enterprise which utilized a serious community misfortune as the immediate means of obtaining a well-balanced school building for a rural community. The building replaces an older school on the same site which was destroyed by fire in January, 1943. The loss of this building became the occasion for consolidating 17 rural

school districts with an approximate area of 75 square miles and a school population of some 600 children.

The new building was planned and erected under serious difficulties arising from the war conditions which caused an enormous shortage of building materials and construction labor in the state of Michigan.

After the original building was destroyed, classes were held in local churches, a village

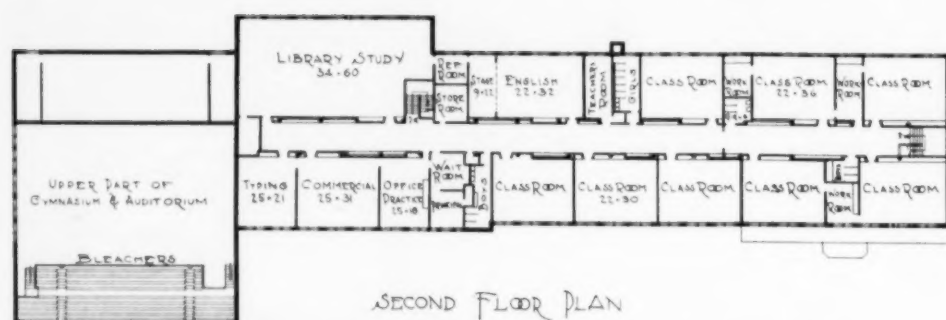
community building, and several stores. The planning of the new building, however, was carefully undertaken to bring together the best educational thought and to make the organization of the school provide a well-balanced program in full 12 grades. The interest of the W. K. Kellogg Foundation, which has done much for public education in Southern Michigan, was enlisted and a grant of \$220,000 was received toward the cost of



The Shop



Home Economics Room



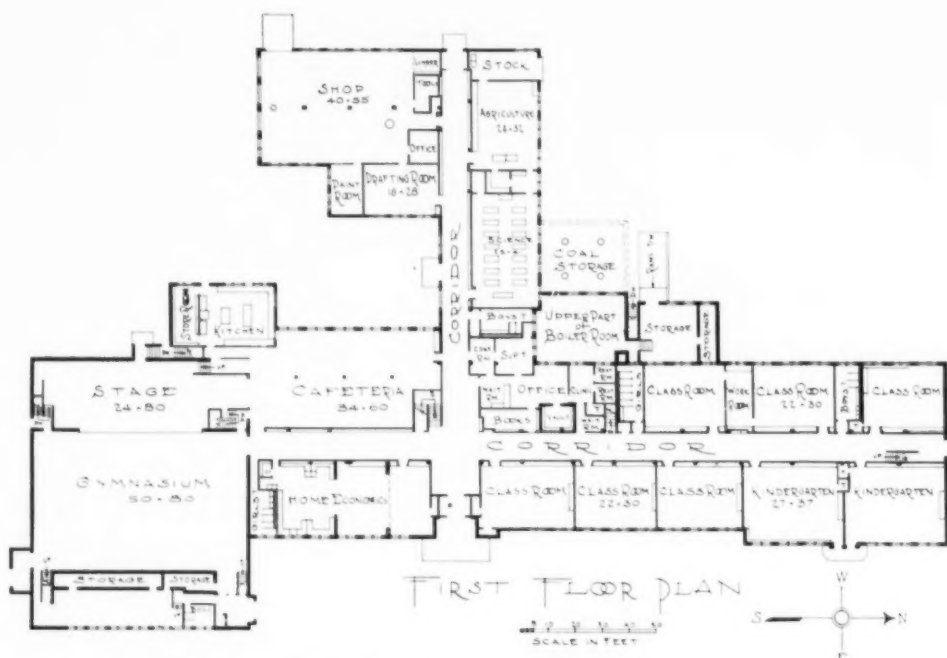
Homer Community School, Homer, Michigan. — Lewis J. Sarvis,
Architect, Battle Creek, Michigan.

the building. The balance of the cost, amounting to \$140,000 in bonds, together with approximately \$90,000 in insurance money and direct taxes has been spent thus far.

The building is 350 feet long, 65 feet wide, and faces Hillsdale Street in Homer. The rear wing, one story high and 112 feet long, has not been completed.

The main part of the building is a two-story structure, with a concrete frame and steel-supported roof, and with brick walls throughout. The first floor is devoted entirely to the elementary school and the second floor to the junior and senior high school.

The gymnasium is planned to serve the double purpose of auditorium and includes a stage. The wing at the rear will be devoted to shop subjects and will include not only the usual wood and metal shops, but also a completely equipped farm shop. The emphasis in this department will be strongly on wood and metal construction and mechanical repair work, particularly of automotive machines and farm machines. At present the shops are located in first-floor classrooms of the main building. The home-economics department is of the



Homer Community School, Homer, Michigan. — Lewis J. Sarvis,
Architect, Battle Creek, Michigan.

treasurer, Frank E. Bishop and William P. Hartmann, trustees.

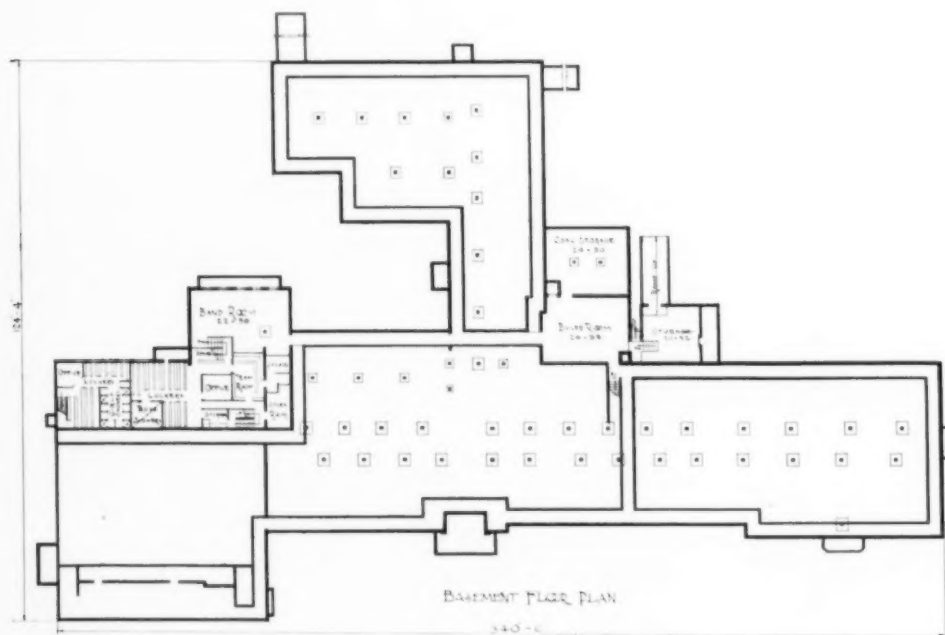
SCHOOL FINANCE CRISIS IN KANSAS CITY

The worst financial crisis in its entire history is now facing the school system of Kansas City, Mo.

A serious shortage of funds has caused Kansas City residents to demand a special session of the state legislature to provide a means of school revenue. It is estimated that the school district will be 3 million dollars short of funds needed to finance a normal 40 weeks' term next year.

The board of education has announced that, without additional funds the legislature may make possible, the schools will be operated only 32 weeks next term. All teachers have been given contracts binding for only 28 weeks, because the board lacks assurance it can operate even for 32 weeks. The 32-week period proposed is four weeks short of the term high schools must operate to qualify for recognition in the North Central Association.

The crisis, which had been brewing for several years, came to a head last April, when residents of the district defeated a proposal to increase real estate taxes \$5.50 on each \$1,000 of assessed valuation. On May 12 the residents also defeated a proposal to increase school taxes \$4 on \$1,000 of valuation. Both proposals were defeated in the face of statements that it would mean a reduction of the school term.



Homer Community School, Homer, Michigan. — Lewis J. Sarvis,
Architect, Battle Creek, Michigan.

Custodial Personnel Administration*

John E. Phay

V. SICK LEAVE, WORKMEN'S COMPENSATION AND RETIREMENT (Continued) RETIREMENT

Retirement benefits are emoluments that have an actual cash value that may be determined at any time. These benefits are closely related to salary; in fact, they are deferred salary payments. Thus, the custodian's total salary includes the contractual salary plus any amount the employer contributes toward the custodian's retirement fund.

Adequate retirement plans for custodians are imperative if custodians are to have the necessities of life during their old age. According to Wyatt,¹ the average worker, even in relatively prosperous times, is unable to accumulate enough to assure himself and his wife of subsistence in their old age. The average worker can look forward to dependency on his children or to some charity during his old age.²

In 1946, approximately three fourths of the cities above 30,000 population had retirement provisions for school custodians. Custodians in 19 of the 48 states were covered by state-wide retirement plans. In the other 29 states, custodial retirement plans were provided in some cities and not provided in others.

The 75 out of 100 custodians who were fortunate enough to receive benefits when they retired, found the amounts woefully inadequate to meet living costs. In only 19, or 8 per cent, of the cities did any custodian receive more than \$100 per month. Moreover, only one third of the cities reported having any retired custodian who received more than \$50 per month. Table XI, which follows, shows the *highest* monthly retirement allowance received by any retired custodian since 1930. These sums are the *highest* received. The average probably was much less.

TABLE XI. HIGHEST MONTHLY ALLOWANCE PAID FORMER CUSTODIANS SINCE 1930

Highest Monthly Allowance	Group I Cities above 100,000 population		Group II Cities between 30,000-100,000 population		Total Cities above 30,000 population	
	No.	%	No.	%	No.	%
More than \$100	14	22	5	3	19	8
\$76-\$100	9	14	26	14	35	14
\$51-\$75	7	11	18	10	25	10
\$26-\$50	8	13	15	8	23	9
\$1-\$25	1	2	3	2	4	2
No case*	4	6	39	21	43	18
Unanswered	15	23	25	14	40	16
Not applicable**	6	9	50	28	56	23
Total	64	100	181	100	245	100

*Retirement systems had been established so recently, no custodian had received retirement benefits.

**Cities without retirement plans for custodians.

Analysis of the foregoing table shows that, at the time of this study, custodial retirement provisions in many cities had been provided very recently. For this reason, in nearly one fifth of the cities having retirement plans, no custodian had yet received retirement benefits. In addition, about one fourth of the states did not have custodial retirement plans at all. If it is assumed that about one half of the 40 cities not replying to this item, also had not paid retirement benefits, then, in all, not more than

*This is the sixth in a series of articles based on: John E. Phay, *Emoluments of School Custodians*. An unpublished Ed.D. project at Teachers College, Columbia University, 1946, 166 pp. This project surveyed school custodian personnel in the spring of 1946 in cities above 30,000 in population in the United States.

¹Richard E. Wyatt, William H. Wandel, and William L. Schurz, *The Social Security Act in Operation* (Washington, D. C.: Graphic Arts, 1937), p. 1.

²*Ibid.*

one half of the cities actually had paid retirement allowances to former custodians.

Threefold Gain Since 1935

Although custodial retirement plans are still lacking in many cities, many retirement plans have been established during the past few years. When Rogers³ surveyed custodial provisions in 1935, he found only one fourth of the cities having retirement plans. In 1946, three fourths of the cities had custodial retirement plans. Also, in 1935, only six states⁴ had state-wide retirement provisions for custodians while there were 19 in 1946.

Social Security for School Custodians?

The extension of the Social Security Act to include all custodians and other school employees is opposed by several organizations, including the National Education Association⁵ and the National Conference on Public Employee Retirement Systems.⁶ These and other organizations are not opposed to the extension of the Social Security benefits to persons in areas not covered by state or local retirement plans. They are opposed to coverage of employees in areas having state or local retirement plans. The reason for this opposition is the fear that state or local retirement plans will be supplanted with the less generous Social Security benefits. There is real danger here.

On the other hand, as may be seen from Table XI, retirement allowances paid school custodians are not very generous. If the benefits of the Social Security Act were extended to custodians and state and local retirement provisions for custodians superimposed, the total benefits to retired custodians would be somewhat comparable to those received by some industrial workers covered by Social Security and company pension plans.

Industry has set an example for a superimposed retirement system. Industry has found it necessary to use the social security benefits as a base upon which company pension plans are added as a superstructure.⁷ The National Industrial Conference Board in 1944 found that 28 companies provided retirement plans for employees in addition to the benefits under the Social Security Act.⁸

Retirement Provisions Regardless of Length of Service

Custodians should receive retirement benefits in proportion to the length of service rendered. Custodians should not be deprived of any earned retirement benefits. Thus, a custodian employed for only one year should, at retirement receive his retirement allowances for that one year's service. There is little justification for binding a custodian to his job through depriving him of part or all of his retirement benefits if he severs employment. Nor should an employer be placed in a position where he must continue the services of an incompetent custodian or deprive him of a living after the custodian reaches retirement age.

Retirement benefits will not be lost if state and local retirement plans will provide a deferred annuity bond to custodians who sever their employment before retirement age. Such a bond should be of an amount which is the actuarial equivalent of the retirement fund credited to the custodian through the contributions of both the employer and custodian. Annuity payments should begin when the custodian reaches retirement age.

³James Fredrick Rogers, *The School Custodian*, U. S. Office of Education, Bulletin, 1938, No. 2 (Washington, D. C.: Government Printing Office, 1938), pp. 10, 17.

⁴*Ibid.*, p. 17.

⁵National Education Association, Research Division, *Social Security and Teachers* (Special Bulletin No. 37) (Washington, D. C.: The Association, March 11, 1946), p. 2.

⁶*Ibid.*, pp. 4-5.

⁷F. Beatrice Brower, *Trends in Company Pension Plans* (New York: National Industrial Conference Board, 1944), p. 5.

⁸*Ibid.*, pp. 48-52.

Recommendations

1. All custodians should be covered by a retirement plan. In areas where retirement plans for custodians do not exist the Social Security Act should be amended to include these custodians. In addition, where practical, local retirement provisions should be superimposed upon the social security benefits.

2. State and local retirement systems should provide custodians who sever employment prior to their retirement age, with a deferred annuity bond, payment beginning when the retirement age is reached, the amount of which is the actuarial equivalent of the retirement contributions of the employer and the custodian.

VI. SUMMARY

In 1946, the emoluments received by custodians in cities above 30,000 in population varied greatly. However, in many respects, custodians had similar rights and privileges. Following is a brief description of the emoluments of the "average" school custodian of 1946.

The "Average" Custodian

The "average" custodian, as was found in this study, received an annual salary of about \$1,950 in 1945-46, or about \$300 more than he received in 1942-43. This increase was "frozen" into his basic salary rate so that his salary schedule was raised throughout. So far, salary schedules have ignored his special family responsibilities. He has had very little to do with the actual making of his salary schedule but it seems probable that he will participate more in such matters, in the future.

The "average" custodian worked about 48 hours per week, working 8 or 9 hours daily. If he worked overtime, or on holidays (which was a rare occurrence), he was paid for it. He worked the entire year except for his two weeks' paid vacation and 7½ holidays. He had no written contract so the board of education was able to discharge him if it so desired. In such a case, he had no legal alternative but to accept its decision. In terminating the employment of a custodian, the board gave him two weeks' notice but did not allow him a separation allowance. He stood about a 50-50 chance of working in a system that would promote him according to definitely established rules.

The "average" custodian did not belong to an organized labor group but many of his fellow custodians belonged to affiliates of the A. F. of L. and CIO. He did not engage in collective bargaining nor did he work under any form of a closed shop. His fellow custodians who were union members, received a higher salary than he did. He had never participated in a strike but he was aware of the fact that labor unions and strikes were becoming a real, although relatively new problem for school administrators.

When the "average" custodian was ill, he could absent himself from work for as long as two weeks without loss of pay. If he had been well enough in the past to allow his sick leave to accumulate, he could be absent as much as four weeks without loss of pay. If he were injured on the job he received workmen's compensation as provided under his state laws, but usually this was less than he would have received under his local sick-leave allowance. In any event, there was no school-sponsored group-hospitalization plan available for his use, but if he needed to borrow money, there was a credit union available.

Recommendations

1. The normal working day for custodians should not exceed 8 hours and the normal working week should not exceed 40 hours.
2. Custodians should be paid time and one-half for overtime that exceeds 40 hours per week.
3. Custodians should be hired for the entire 12 months of the year.
4. Multiple working shifts should be used where practicable.
5. Where the part-time services of a custodian are needed in several schools, "roving custodians" should be employed where practicable, to work in several schools.
6. Definite salary schedules should be provided custodians.

7. Salary schedules for custodians should be made co-operatively and participants should properly represent all divisions of the custodial staff.

8. Rules of promotion should be established and made known.

9. Salary schedules should be made that will attract "career" custodians.

10. The maximum salaries for custodians should be determined by the amount necessary for a "health and decency" standard of living as determined by the Heller Committee or by other equally reliable groups.

11. Salary schedules for custodians should have from three to five yearly increments.

12. Increments should be large enough to be "felt."

13. Salary increments should be granted annually. In some cases increments should be denied for just cause but only upon the written recommendation of the supervisor.

14. All custodial positions should be classified and a distinct salary scale made for each classification.

15. At least once in five years appraisal should be made of the appropriateness of the basic salary rates and of the job classifications.

16. Salary schedules should provide for cost-of-living adjustments.

17. Policies should be established so that custodians could be discharged only for good reasons such as incompetence, neglect of duty, insubordination, intoxication on the job, and immorality.

18. Policies should be established whereby custodians could present grievances to the proper school officials.

19. Study should be made and court decisions should be secured to determine the rights of the custodian with respect to collective bargaining agreements, union shop, automatic checkoff of dues, and other related issues.

20. At least two weeks' vacation should be granted to all full-time custodians, and school systems should work toward the establishment of a policy granting one month's vacation with pay for full-time custodians.

21. A custodian who has not been employed a full working year preceding his vacation period should be granted a vacation in proportion to the number of full months he has been employed.

22. The single plan (which provides the same vacation time allowance for eligible employees regardless of years of service) should be used for vacations.

23. Vacations should not be cumulative.

24. Custodians should receive their regular salary during vacation periods plus any bonus allowance that is being paid in addition to salaries.

25. Some holidays with pay should be granted custodians.

26. The number of days allowed custodians yearly as holidays should be at least 7½.

27. Custodians should not be required to work on an approved holiday except in the case of a real emergency.

28. Custodians requested to work on holidays should receive double time off.

29. Custodians should be granted sick-leave provisions similar to those of the "Roanoke Plan" previously described.

30. Cities that do not provide workmen's compensation to custodians should secure this protection for them immediately.

A study should be made of the interrelationship of sick-leave provisions, workmen's compensation, and retirement provisions and a unified plan including all three emoluments should be made.

32. All custodians should be covered by a retirement plan. In areas where retirement plans for custodians do not exist the Social Security Act should be amended to include these custodians. In addition, where practical, local retirement provisions should be superimposed upon the social security benefits.

33. State and local retirement systems should provide custodians who sever employment prior to their retirement age, with a deferred annuity bond, payment beginning when the retirement age is reached, the amount of which is the actuarial equivalent of the retirement contributions of the employer and the custodian.

Teacher, There Goes Your Halo!

Mary R. Duling

Six years ago I was just a happy-go-lucky farm wife, content with minding my own business, cooking for my good-natured husband and the farmhands and neighbors who visited us at intervals; caring for my three children and keeping up with the Joneses. In my spare time I often drove the tractor, sometimes taking regular shifts during the spring plowing and seeding. All in all, my life was comfortable, and uneventful.

We live four miles out of town, and there was no school bus in our district; so I dashed in to school with my nine-year-old daughter every morning, and again at four I picked her up and brought her home. This was a happy arrangement, because it not only gave me recreation, and an excuse to be in town twice a day, but it also gave me an alibi, should any of my ambitious neighbors find me late with the family ironing or discover my dishes stacked beside the kitchen sink.

Depositing my daughter at the schoolhouse door I returned home knowing that the teachers, whom I had always pictured as angelic creatures with worlds of patience, and unfathomable stores of supernatural knowledge, would bring up my child in the way she should go. I had suppressed my own desire to wear the halo of a school teacher in favor of marriage, and hence I even looked forward with pleasure to the day when all three of my angels would go to school and delight the heart of some lonely teacher.

All this, however, is in the dim past. In the summer of 1942, there occurred an event which changed my whole outlook on life, fettered my carefree existence, dimmed the halo I had placed around the head of the average teacher, and burdened me with a heavy weight of responsibility, from which I shall probably never recover. I have even become obsessed with the idea that mothers should be expected to train their own offspring; that they have been and should be the world's original educators.

Now, to get back to June of that memorable summer; having assisted my husband with the weeding of 800 acres, more or less of summer fallow, we betook ourselves off to the seashore on a long deferred, but extremely short vacation which was to mark my last period of carefree life. We romped on the sand, played in the waves with our small family, and enjoyed every moment of our trip, little knowing that during our absence the very people who professed to be our friends were taking advantage of me behind my back, and while I was not there to defend myself.

On our return we had hardly washed the soil of travel from our faces when a kindly, well-meaning neighbor called to inform me

that I had been elected clerk of the local district school board. This, she informed me, was a great honor, and when I protested that I was not prepared for such duties, she, and a dozen others, promptly overwhelmed me. This was just the work I was cut out for. I was the only one who had free time, and at the same time intelligence and schooling to carry on such an important mission. One working wife even went so far as to remark, "We picked you because you were the only woman we could think of who does not work." This regrettable effect of the man power shortage was my reward for being an idle, pampered housewife!

I must confess that I did not take the matter too seriously. In answer to my husband's protests I argued that I had really come from a long line of teachers, and that deep down in my heart I would always feel that I might have made a good one myself. Perhaps taking this job would satisfy my thwarted ambition, and give me a chance to feel that I was doing my share in the social and public life.

The retiring clerk did give me warning, saying that there was more work connected than met the eye, and that there would be times when I would get snowed under unless I did my work promptly after each meeting. That, as is usually the case, influenced my final decision. Up came my old family pride, and I said to myself — "Get snowed under, indeed! If I can't write four checks a month to pay the teachers, and take down the minutes of the regular school meetings without help, I'll give up!" I had to prove to her, and to myself that I could.

Thus, upon the first day of July, nineteen hundred and forty-two, I was launched upon my career. During the next six years I attended school meetings four to six evenings a month, took down endless minutes, carried on various correspondences, paid the teachers and janitors, and other maintenance bills; corrected mistakes, (mostly my own); sat up nights worrying over bank accounts which would not balance, and answered to the auditor for perfectly sensible methods of bookkeeping which for some reason or other seemed peculiar to him.

I worried about gas and tires throughout the ration period when I had to go to town to confer with the principal, or when an emergency occurred which made it necessary to contact the chairman, who lived five miles away, and who like myself, had no telephone.

For these minor duties I received a recompense of \$50 a year, maximum salary for school clerks in third class districts in our state up till 1946. This princely sum did not include the school census, which required me to knock

on every door in our district (an area some 15 miles long, and almost as wide), and ask in polite tones for the names and ages of all children between four and twenty. ("I beg your pardon, sir! I had no way of knowing that you are a bachelor.") This census is taken every year during the last week of October, one copy made in alphabetical order for the district files, one for the county school superintendent, and one for the principal, and for this work I was paid the large sum of \$5. With care I made this cover the cost of gas and shoe leather used in the process. Now that I am about to retire, this pay has been raised to \$25, and last year the maximum salary was repealed, leaving the board free to promote my wages to a more respectable figure.

Not wanting to seem mercenary, I must admit in all fairness that I received, in addition to my salary a well-balanced education. I learned among other interesting facts that a teacher is just an educated human being; that teachers have likes and dislikes, skeletons in their closets; vices as well as virtues, and that they dress well and keep every hair in place on a smaller salary than the average ditchdigger. I learned that friends who had looked admiringly at my child's straight "1" report card before my election now look askance at her card which shows an occasional "2," and say knowingly, "Why shouldn't she get good grades. Her mother is on the school board."

I learned that a teacher who gave Johnny Featherbrain, from the Sagebrush District a "5," might get by with a cussing, or a threat to have her throat cut; but that if she gave little Nora Influence a "2" she might just as well resign now and have it over with.

I learned to fill in numerous government inquiries, requisitions, priority applications, and tuition bills; to master the technicalities of floating a bond issue — including the typing of a transcript of proceedings which would baffle a Philadelphia lawyer (seven copies of this transcript to be forwarded to Messrs. Bigg, Bigg, Bigg, Medium and Little, Attorneys, for approval), and which are promptly returned for complete retyping because of the omission of one "whereas," and two "hereinafters."

I have learned to stifle my natural sympathies and write cool letters of rejection to pathetic teachers who really need jobs but who cannot fill the requirements of the school; to apologize humbly for mistakes I have made, and for mistakes I did not make; to admit contritely to the teacher that I failed to deduct enough from her already pitifully deducted salary, and must make an adjustment.

(Concluded on page 67)

The American **School Board Journal**

A Monthly Periodical of School Administration

Edited by
Wm. Geo. Bruce and Wm. C. Bruce

POLITICS AND THE OFFICE OF EDUCATION

THE resignation of Dr. John W. Studebaker has brought to an end 14 years of federal service by a competent educator and school administrator. Dr. Studebaker has not been professedly an educational philosopher as were the earliest commissioners, and certainly not a politician. He has shown that he is a practical schoolman, who has envisioned the purpose of the Office of Education under the laws which caused its creation and has had imagination to see the higher levels of service to which the office might attain even under the hampering conditions of exceedingly low salaries paid to a limited staff and completely insufficient funds for research, service, and travel.

The Office of Education, under Dr. Studebaker, rendered magnificent service during the war period in organizing and supervising the huge program of training workers for the war industries. Dr. Studebaker has since then moved along steadily and conservatively in expanding his personnel and increasing the funds to enable the Office to do better work in the elementary and secondary school fields. In late years the Office has not been markedly successful in assisting vocational education under the Smith-Deen law; this federal service to the states fared better when it was practically independent of the balance of the Office under an Assistant Commissioner.

Washington officialdom has not seen in Dr. Studebaker as colorful a personality as some of the Agency and Division heads in the Social Security Agency. He has been a professional schoolman rather than a political appointee and he has used the methods of the professional school administrator. He has been grossly underpaid considering the importance which his Office should enjoy. He has been quite right in objecting to interference with his Office, particularly with the publicity and public relations. His resignation raises him distinctly in the estimation of the teaching profession, who widely appreciate the loss to education which his retirement entails.

The Office of Education is in need of a complete re-evaluation of its function and service. Supporting and leading it, we think, there should be a national commis-

sion or board of laymen of outstanding ability — a suggestion which has been made in the past and which the N.E.A. has just reaffirmed at Cleveland. When its work has been outlined, the Office should have ample funds for a genuinely able and scholarly staff of specialists and for a wide range of field service and publications. If it is not desirable that the Office impose its control on state and local school systems, its work must at least command the highest respect among the profession, the press, and the public.

TWO FAILURES IN CIVIC EDUCATION

THE recurrence of the national elections and the consequent interest in candidates, platforms, and probable changes in our domestic as well as foreign policies, suggests the need of considering the effectiveness of civic education instruction, particularly at the high school level.

A recent study of civic education, reported by two investigators in the *Harvard Educational Review*, points to two difficulties which the schools have apparently not met. The first of these is the moral implication in all civic life, particularly in the exercise of civic duties. The schools have been inclined to limit themselves to information on the machinery of government, but they have not been successful in impressing upon young people their responsibilities and the serious consequences that flow from their failure to meet these in their everyday life and on the important occasions of elections. Americans are prone to shout about their rights but they generally overlook the serious responsibilities which accompany these rights. They are, for example, keen concerning such matters as the right of petition, but they leave to crackpots and to people with special interests the duty of informing their representatives and public officials what they think and want in the way of better governmental service.

A second point to which the Harvard investigators call attention is the lack of insistence on the serious duty of bearing allegiance to the United States. Twelve high school civic texts examined by them, did not even mention this concept of patriotism which "is all too often perverted into a policy for racial, religious, or political negligence. Almost no effort is made to identify these conditions, situations, and groups which have in the past been associated with the destruction of civil liberties and the neglect of public duties. Dangerous trends of the present are almost entirely overlooked."

The recent activity of the U. S. Office of Education in its opposition to Com-

munist in education and its promotion of devotion to democracy are evidence of a new trend in civic education which deserves the support of school boards and other school executives.

SCHOOL MAINTENANCE SCHEDULES

COMPETENTLY managed industrial concerns schedule their maintenance operations and keep their plants clean and their machinery in efficient operating condition — all without waiting until breakdowns occur in machinery or safety and seeing conditions are endangered by broken floors and grimy walls. The work of the maintenance crews is so planned that the cleaning, repair, and replacement are kept ahead of conditions which will reduce efficiency or cause losses of time due to lowered rates of machine production or positive breakdowns. Wide attention has been given in recent years to the efficiency value of harmoniously painted walls and machines, and improved light through clean windows and correct artificial lighting.

It seems illogical that boards of education plan their annual maintenance programs on an arbitrary budget allotment held down to an amount which they feel will get by with the taxpayers. Why should not the repairs be planned on a careful inspection of boilers and heating systems, classroom and corridor floors and walls, stairs and entries, roofs and outside fixtures subjected to the elements? Why should not lighting systems be checked for actual effectiveness on the basis of present efficiency standards? Why should not the ventilating machinery and the electrical devices be inspected and tested by the school department's own men, or by outside engineers competent to determine the exact conditions, to suggest replacements where present standards of school service and health — and ultimate economy — require changes?

A good school maintenance schedule must begin with the erection of buildings and the purchase of equipment which are fully suited to the educational purposes of the schools. These good buildings and this well-chosen equipment must be operated and given the daily care required for lengthening the life and efficient use of the entire plant. Beyond this the maintenance schedules should be worked out to determine from year to year (1) that the school plant and all its parts are doing a satisfactory educational job under present standards and needs and (2) that ultimate economy — not a present reduction in outlay — is being achieved.

A PLEDGE OF UNITY

UNITY as an aim of education which deserves renewed attention, centers around the development of mutual respect among Americans and the elimination of antagonisms arising out of differences of race and creed. Toward the achievement of this unity Principal Leon Mones of the Cleveland Junior High School, Newark, N. J., asked the graduates of his school to take the following pledge at graduation:

We the graduates of Cleveland Junior High School, as we receive our diplomas, take this oath to be true to the ideals of our faith, our school and our country.

We shall try our utmost to use the power of our mind and body to bring greater happiness to ourselves, to our parents, to those whom we are in honor bound to protect and to all our associates.

We shall try to understand the ideals of service, loyalty, generosity, courage, friendship, tolerance and truth.

We shall try to feel toward all men of all colors and all creeds as brothers, knowing that all peoples in all the lands of the earth are creatures of one loving God.

We shall try to avoid prejudice and hate, and injustice, and intolerance, and conceit of race or creed, or wealth, or knowledge.

We shall try to be humble in the sight of God and friendly and helpful in the sight of man.

We shall try to remain youthful and helpful, eager and ambitious.

We shall try to be confident that the world will grow ever better and happier and that we, no matter what our occupation or labor, can so live as to add to its betterment.

We shall forever esteem liberty as among the dearest blessings of God and the most cherished possession of man.

There are in the pledge attitudes which every American must make a part of his life if our democracy is to endure.

LOYALTY OF SCHOOL EMPLOYEES

THE unrest which prevails in every form of occupation and which in industry and business spills over in the form of strikes, has not left the local school systems untouched. While the total situation is a result of the war and of the shaken disarray of economic conditions and social institutions, most of the upheavals can be laid at the door of a feeling of insecurity, of frustration, and of failure to share in the total social as well as economic gains made by certain groups. Teachers have been conscious of the advances made in income and social regard of comparable professions; school executives, particularly city superintendents, have seen the salaries of industrial and business executives soar in comparison with their moderate raises; nonteaching school employees have witnessed factory workers and mechanics advance in pay and in the betterment of working conditions unequaled by their own

lumbering progress. And school employees have not been spared criticisms because of the rising cost of education. It cannot be wondered then that there is among a proportion of teaching and nonteaching school staffs a feeling of discontent that has reduced their loyalty, their devotion to the cause.

Writing in the current issue of the *Public Administration Review*, Dr. Charles E. Merriam urges the great value of a constructive program of improving the loyalty of public servants to their jobs and to the public departments they represent. His suggestions seem to be particularly applicable to school people:

1. Closer attention to adequate compensation of public employees, to their social security, to more satisfactory working and living conditions, and this without too great a lag behind the demands of the day and time. Why should public servants be called upon to accept compensation below the comparable standards of the society in which they live? We cannot forget that just treatment is a highly significant factor in morale and in loyalty.

2. Broader opportunities for in-service training of a type now found in some of our agencies. Such training would enable many public servants to broaden and enrich their area of interest and competence. The basis of modern

scientific and technological progress which is the key to our civilization is not found in complete conformity and docility, but in critical attitudes leading to invention and advance in public as well as in private business. We must be on the alert for unorthodox, original, creative minds, capable of discovering new relations and better ways of doing things—in peace as well as in war. Working within the limits of constitutions and statutes does not mean working outside the boundaries of reason, discovery, creation. Public as well as private government looks for challenge as well as conformity; we need invention as well as convention. Reorganization and rejuvenation of the public service will tend to bring not only efficient, but proud service and stouter faith in the common cause.

3. Halting the stream of bitter, smearing attacks upon public servants and service. Bureaucrats, barnacles, tax eaters, loafers—these terms constantly applied to public servants do not tend to improve the morale of the workers or to promote attachment to the government they serve. To say that "the best public servant is the worst" comes close to the line of disloyalty. It does not help efficient government or inspire the devotion of those who serve on all levels of government. Indiscriminate baiting of public servants stands across the way of the finest type of public service and the liveliest forms of allegiance to the common good. It tends to drive men away from the public service, yet without the public service the nation cannot live.

School Law

School Lands and Funds

The fact that a superintendent was improperly appointed for a central school district is no bar to state aid nor ground for enjoining the Commissioner of Education from making an allotment of school moneys to such district. *N. Y. Education Law, §§ 1806, 3602n 3605. — Cudney v. Spaulding, 78 N.Y.S., 2d 473, N. Y. Sup.*

Pupils

A resolution of the board of education of a borough under a New Jersey statute requiring the vaccination of school children as a prerequisite to their admission to public schools, was not invalid because at the time there was no threatened epidemic. *N.J.S.A. 18:14-52. — Sadlock v. Board of Education of the Borough of Carlstadt in Bergen County, 58 Atlantic reporter 2d, 218, 137 N.J.L. 85, N. J. Sup.*

School District Taxation

A school board has no authority to use its school tax funds to purchase singlehandedly a lakeside tract in another county for the joint benefit of public school pupils and 4-H club members under a Kentucky statute authorizing a school district to join with the city or county in providing a recreation center or the statutes empowering school boards to promote health and welfare of pupils. *KRS 97.010, 160.290. — Wilson v. Graves County Board of Education, 210 Southwestern reporter 2d 350, Ky.*

Teachers

An appointment of a principal of a high school by the county board of education without the recommendation of the county superintendent of schools was void. *KRS 160.380. — Beverly v. Highfield, 209 Southwestern reporter 2d 739, Ky.*

The purpose of the Utah act creating a teachers' retirement system is that of improving the state educational system by better compensating

teachers and rewarding them for faithful and continued service, thus making the profession attractive to qualified persons. *Utah code of 1943, 75-29-19-75-29-53. — Gubler v. Utah State Teachers' Retirement Board, 192 Pacific reporter 2d 580, Utah.*

School District Property

Where the conveyance of a half-acre tract to the school trustees contained a reversionary clause and the subsequent conveyances of a large tract of land, the description of which embraced the half-acre conveyed to the school, expressly excluded the half-acre tract, on the abandonment of the property for school purposes, the school lot reverted to the original grantor rather than to the then owner of the large tract. *KRS 162.010. — Lykins v. Wolfe County Board of Education, 209 Southwestern reporter 2d 717, 307 Ky. 24.*

An independent school district, as a quasi-municipal corporation, has the right to make profits out of games played on its premises, such profits to go for the benefit of the district, and may have the same freedom of action as a private person or corporation in putting on such games. *— Southwestern Broadcasting Co. v. Oil Center Broadcasting Co., 210 Southwestern reporter 2d 230, Tex. Civ. App.*

An independent school district, pursuant to its right to exclusive control of high school football exhibitions, can prevent a radio station from entering its exhibition grounds to make fieldside broadcasts of football games and may use such force as is necessary to eject any station employees from the field. *Vernon's annotated civil statutes arts. 2780, 2802e. — Southwestern Broadcasting Co. v. Oil Center Broadcasting Co., 210 Southwestern reporter 2d 230, Tex. Civ. App.*

School District Organization

An independent school district is a "quasi-municipal corporation," entrusted with the duty of managing schools to the extent of the power delegated, and is a part of the state government. *— Southwestern Broadcasting Co. v. Oil Center Broadcasting Co., 210 Southwestern reporter 2d 230, Tex. Civ. App.*



The Board of Education, Hannibal, Missouri.

Reading from left to right around the table: Morton Weaver, Crawford Smith, members; Miss Georgia A. Davis, secretary; Superintendent E. T. Miller; W. P. Strube, president; George C. Martin, member; C. J. Menzel, vice-president; Dr. H. B. Goodrich, member.

The board sponsors a balanced educational program and is strongly interested in the professional growth of the teaching staff. During the past year a remedial reading course was introduced and as a part of the health program X-ray examinations of the children's chests were made in co-operation with the County Health Unit. During the present summer the board is conducting a playground program and the school band is giving public concerts.

AIDING TEACHER PLACEMENT IN CONNECTICUT

Maurice James Ross¹

The Connecticut State Department of Education does not maintain a placement service. However, the department does have the responsibility for certifying all public school teachers in the state. It has data on recent graduates and on out-of-state teachers who seek certification in Connecticut. These sources constitute the supply of teachers for Connecticut's growing system of public schools.

The demand for teachers comes from superintendents who must replace teachers who retire from service or who withdraw because of other reasons and from superintendents who must secure teachers for the additional children who are now appearing in the public schools. Our problem was to bring supply and demand together as soon as possible.

In early March, 1948, we addressed a postcard to the superintendent of every school system in the state. On a return card, which required not more than three minutes to fill out, we requested information as to the numbers and types of vacancies or new positions which the superintendent anticipated for the next school year. Each superintendent was asked to indicate the name of position, the grade or grades or subject combination, and the salary range or schedule that applied to each anticipated vacancy or new position. On the first card, each superintendent was asked to indicate whether or not he wished the State Department of Education to send him brief summaries of the qualifications of eligible candidates.

Superintendents for 152 of a total of 170 school districts answered the first request for information, superintendents for 117 towns wanted the summaries of qualifications of

¹Educational Research Associate, Connecticut State Department of Education, Hartford.

TABLE I. SUMMARY OF REPLIES ON VACANCIES
AND NEW POSITIONS

Date	No. towns replying	No. towns reporting no vacancies	No. elem. school vacancies or new positions expected in September*	No. secondary school vacancies or new positions expected in September	No. other personnel needs	Total vacancies or new positions
March 15	152	48	304	75	24	403
April 15	145	47	251	66	32	349
May 15	134	51	155	62	14	231
June 15	130	59	140	44	9	193

*Includes kindergarten positions.

eligible candidates. As of March 15, 1948, only 48 towns reported no anticipated unfilled vacancies or new positions.

A summary of replies for the first three months is shown in Table I.

To aid in bringing the supply of and the demand for teachers together, the department sent to each superintendent a list of the 12 collegiate institutions in the state engaged in training elementary and secondary school teachers. The list also indicated the number of students graduating from each institution who would be eligible for standard teaching certificates in each of the various subject areas and levels of instruction. It was realized that all eligible candidates might not become active candidates for teaching positions or for positions in the state. Nevertheless, superintendents had some idea of the number of new teachers available in the state for each area of instruction.

After the April 15 vacancy list had been compiled, a list was prepared of names of individuals who had recently established their qualifications for certification in this state and who, as far as the certification office knew, were not presently employed or being considered for positions for the next year. This

list was sent to every superintendent in the state.

To aid applicants who write to the Department or call in person we have prepared a form letter on which we indicate, for vacancies in which the applicant is interested, the name of the town, the name of the position, the salary and the name and address of the superintendent of schools for each vacancy. We also urge the applicant to clear his certification with the certification bureau and we list the credentials which should be submitted to the certification office.

We plan to repeat the study each month in order to help our schools meet their needs for teachers. The decrease in the number of towns reporting, the decrease in the number of vacancies and new positions reported, and the increasing number of towns reporting no vacancies indicates that the Department should offer this service each year.

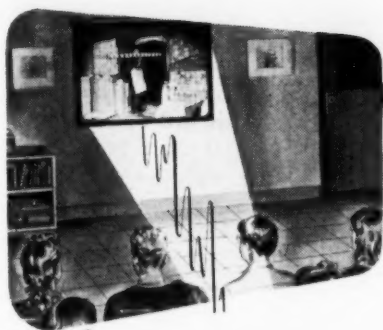
AASA REGIONAL CONFERENCES

Announcement has been made by Secretary Worth McClure that the St. Louis Regional Conference of the AASA will be held February 27-March 2, inclusive. The headquarters, registration, general sessions, and exhibits will be in the Kiel Municipal Auditorium. The theme for the conference program will be "Education and the General Welfare."

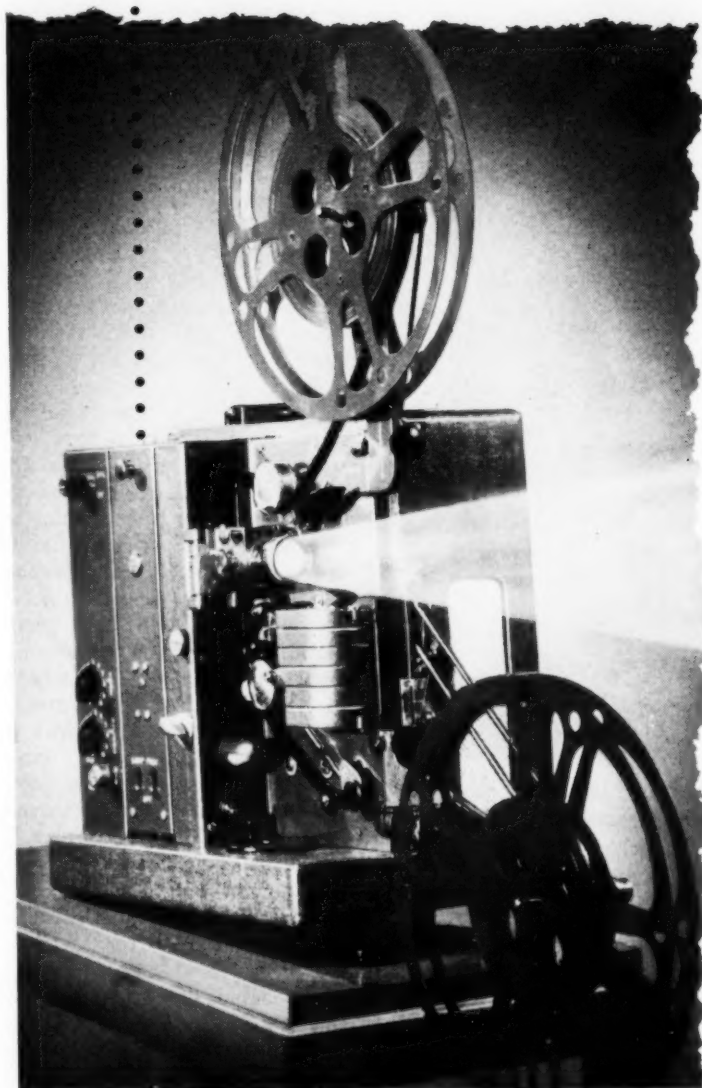
The local hotel reservations will be handled through the Hotels Reservation Bureau, 1420 Syndicate Trust Bldg., 915 Olive St., and Supt. Philip J. Hickey will be the acting chairman. Lists of the co-operating hotels are available and reservations are now being accepted.

The Regional Conference for the Atlantic seaboard will be held March 27 to 30, inclusive, in Philadelphia. It is expected that the headquarters and exhibits will be located in the Philadelphia Auditorium.

The Pacific Coast Conference will be held in San Francisco but the final dates have not been announced. It is probable that they will be February 20-23.



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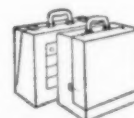
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The Economy of Opaque Projection

J. W. Baldwin¹

Information secured from two recent research surveys, made by the writer, indicates that only a small percentage of the schools of this country have adopted opaque projection as an instructional technique. Many teachers report that they have not witnessed a demon-

images are as clear and as true to life as are those projected from slides or other transparent recordings. Since so few teachers have witnessed demonstrations under favorable conditions they have not exhibited much enthusiasm for opaque projection.



All the happy experiences of projected materials are available in opaque projection. A primary class in the Gary schools. — Photo courtesy Bausch & Lomb Optical Co.

stration of the opaque projector, and a few state that they have not even heard of this type of projection.

Why Is Opaque Projection So Seldom Utilized?

We are not reaping the benefits which should be derived from opaque projection chiefly because comparatively few classrooms are provided with facilities for producing total darkness. Some types of projection can be done with a fair degree of success in rooms equipped with translucent shades only, and with other types where opaque shades are required it is not necessary to exclude all light from all openings. But attempts to make use of opaque projection under such circumstances have produced very unsatisfactory results and have served to retard the adoption of this extremely effective device for the improvement of instruction. Wherever it is possible to produce black darkness the opaque

¹University of Texas, Austin.

But even where teachers are aware of the economy and the adaptability of opaque projection it is difficult to convince the school officials that the cost of the necessary facilities would be negligible when compared with the savings which could be effected in the over-all cost of projection activities. By far the most satisfactory and the least expensive procedure would be to include provision for opaque as well as translucent shades for all sources of light when plans for new school plants are in the hands of the architects. The original outlay, as well as the cost of upkeep and replacement, would be far below that required where opaque shades were not anticipated in the plans for openings. In one building where the writer persuaded the architect to provide for opaque shades in his blueprints these shades are in good condition and are operating satisfactorily after more than ten years of very frequent use, while in another building on the same campus the opaque shades, installed more recently in openings which were

not originally planned for them have never operated very satisfactorily, and have to be replaced frequently.

Why Should Opaque Projection Be Utilized?

It is not proposed that opaque projection take the place of any other type of projection activities. The claim here advanced is that through the adoption of opaque projection the volume and the variety of projection activities could be immeasurably increased at practically no additional cost. It is possible to purchase a combination slide and opaque projector at considerably less than what the two machines would cost if purchased in separate cabinets. But, in any case, the opaque projector need not cost more than an equally good stereopticon. And since total darkness would improve other types of projection this provision need not be considered an additional expense.

When proper facilities for darkening the projection room and the cost of the projector have been provided for the expense of opaque projection ceases to be an important factor, while for some other types of projection these items constitute little more than the first installment on the total cost of projection activities. Where the opaque projector is used to best advantage more than nine tenths of the materials secured for projection involve no outlay of funds whatsoever, while the production, collection, and classification of such materials involve teacher-pupil activities which are sufficiently rich in educational values to compensate for much more time and effort than need be devoted to the undertaking. The number and the variety of available materials for this purpose are practically unlimited. To mention only a small sampling they include maps, charts, graphs, tables, illustrations, cartoons, designs, pictures, concrete projects, coins, bills, commercial blanks, documents, clippings, specimens, samples of commercial or industrial products, souvenirs, *ad infinitum* which may be produced, collected, or borrowed by pupils and teachers.

There are a number of commercial agencies which produce materials for opaque projection, but the cost of each item is usually nominal. Thousands of items can be purchased from this source at as little as one cent each or less. Then there are many sources from which materials may be purchased which were not produced specifically for opaque projection but which serve quite as well as if they had been meant for this purpose. A good example of this type of material is the picture post card which is particularly useful in connection with the social studies and allied subjects. Here too, the cost is far from prohibitive. The writer has often paid as much for one good natural-color glass slide as he had for a hundred picture post cards, each of which serves the purpose quite as well as does the one slide. It is really remarkable how much can be accomplished with opaque projection at practically no expense at all. Many teachers are taking

(Concluded on page 50)



Why are children better pupils today?

American progress is nowhere more apparent, or more significant, than in our school systems. Since 1635, when the first continuous public school was established in Boston, educators have immeasurably increased the advantages of every child through the steady improvement of teaching methods and classroom environment.

It is a far cry from the primitive one-room schoolhouse illustrated above, to the scientifically planned classrooms of today. Gone are the crude equipment and uninviting surroundings which handicapped child and teacher alike. Modern classrooms are designed to foster both better health and better study.

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advancements in school furniture. Over two-thirds of a million American UNIVERSAL Desks are today contributing to the improved physical and mental development of pupils in schools from coast to coast. These attractive, durable desks are valuable aids in promoting correct posture and sight conservation. Why not plan on modernizing your school with American UNIVERSAL Desks? Write for complete information today.

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(Concluded from page 48)

advantage of the wealth of material which can be clipped from back numbers of illustrated periodicals. Most of these pictures are mounted by teachers and pupils and are kept in files for frequent use over a period of several years. It is also easy to project such materials from books and periodicals without removing them from their setting and without injury to the book or magazine which is used.

The last statement above is another evidence of the extreme adaptability of opaque projection. This fact plus the fact that any kind of concrete object small enough to expose to the reflecting mirrors can be shown impressively with the opaque projector should

be convincing proof that opaque projection has almost unlimited possibilities for extending the scope and the variety of projection as a visual aid.

With so many advantages and possibilities as are afforded by opaque projection it is difficult to picture improved classroom instruction in the future which does not avail itself of the opportunity to vitalize teaching and learning experiences through a far more extensive utilization of such an effective and economical device.

Every classroom in the modern school should be a laboratory which should include in its equipment provision for opaque projection. Where this ideal cannot be realized at least one fourth or one fifth of the classrooms should have such facilities.

A County School Library in Action

Irene L. Edwards¹

When Otto Evert, town of Pewaukee, Wis., farmer, retired in 1945, he expected to raise a few chickens and call his day a day. But things have turned out differently. He has taken on a new job. He likes his new work so well that he won't even go on a trip to Texas with his wife Jessie though she keeps on urging him.

He would like the jaunt, but "Who would carry the books to the children while I'm gone?" he asks. Evert is one of the main spokes in the Waukesha County Children's Library Wheel. Other spokes are Winston Brown, county superintendent of schools and his staff; the 265 teachers of Waukesha County, the county board, and of course, the 7000 children who read the books.

The library was established by the county

board in 1945 as an adjunct to the office of the county superintendent. They appropriated \$6,000 to start the project. This initial step was not taken until the county board had heard from women's groups, farmers' organizations, teachers who demonstrated the value of a traveling library, and seen more visitors than had ever before "sat in" on any county board session. Board members were finally convinced and they still have the last "say" regarding the library, for the board annually furnishes the money necessary for the purchase of new books, the rebinding of old books, and the costs of distribution.

Superintendent Brown and his staff have the responsibility of administering the library. This is a job involving considerable hard labor "over and above the call of duty." Original selection of books was a mammoth task. Teachers suggested titles and the examination

of these and hundreds of other books took months. Brown and his staff spent whole days in book jobbers' warehouses in Chicago going through shelf after shelf of juvenile books.

"It's surprising how few children's books are published, especially good ones that are well bound," says Brown. "Judging by reviews, the 'blurbs' of publishers, attractive covers, and ordering by mail isn't the way to purchase satisfactory books. We like to examine the binding, paper, and print and above all dip into the contents."

The Teachers Readied the Books

After the thousands of books were bought and delivered to the superintendent's office, the tremendous task of cataloguing, shellacking, and dividing them into 152 boxes began. Mrs. Esther Miller, Butler teacher, was employed for the summer months as librarian. To aid her and Miss Betty Jane Schlei, secretary in the superintendent's office, many county teachers volunteered their services, giving up days or weeks of their summer vacations.

These teachers liked to familiarize themselves with the books that would later come to their schools. Now their pupils would be able to choose from 150 or more books in a year instead of the ten to twenty their own school boards would be able to buy annually. The traveling library includes fiction, some popular biography, and picture books for young children because school boards are expected to buy reference books, "how to do" works, and science books. Every five or six weeks each room or one-room school would receive a box of 36 new titles to choose from. Each box was arranged so as to include reading for all grade levels and no duplicates. No longer would they have to hear that common complaint, "I've read all the books." The "same old books" wouldn't be gathering dust on the shelves. Teacher "helped" save money for books that would have been spent for clerical help.

After weeks of hard work the boxes were ready for distribution. Brown faced a new problem: how to transfer the boxes of books to the 115 schools in his county and how to move them from one school to another every five or six weeks. Teachers and principals agreed to call for their first boxes, but transferring the boxes was different. He mentioned to his old friend, Ed Evert, that a carrier was needed, a man with a car and four free days each month.

(Concluded on page 52)

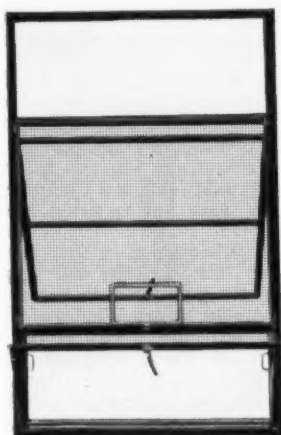


The teachers spent long hours during the summer selecting books and preparing them for distribution.



Otto Evert, the bookman, delivering books at the Sunny Slope School in southern Waukesha County, Wisconsin.

WHICH WINDOW WOULD YOU CHOOSE?

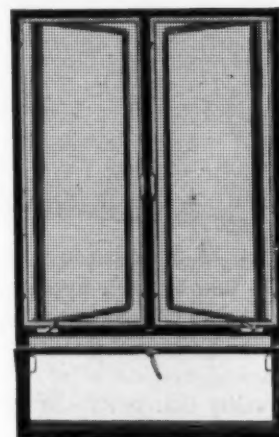


FENCRAFT PROJECTED WINDOWS

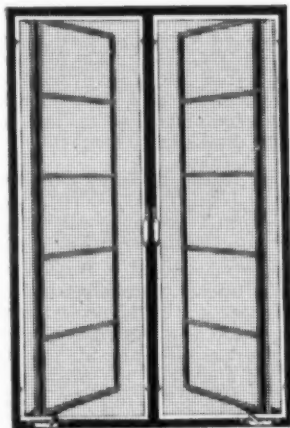
For good ventilation, whatever the weather. Open-out vents act as weather-protective canopies over openings. Open-in vents deflect air upward, shed water outside. Fine appearance, with horizontal lines in keeping with current architectural trends.

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(Concluded from page 50)

So that's why Ed's brother Otto is greeted by beaming children's faces in county rural schools on Book Days. When Evert arrives, many teachers seize the magic moment, call a recess while their pupils examine the new books and give the "bookman" messages for Superintendent Brown about the books they have just read. When messages come thick and fast it's hard to remember them all, Evert says.

"Tell Mr. Brown to get another Waukesha County story—like *Muskego Boy*," one lad tells him.

"Tell him I like *Black Stallion* and I want him to send me *Black Stallion Returns*," adds another excited boy.

"Is there a new *Sue Barton* book?" asks a little girl.

"Bring us more cowboy stories like *West of the*

Pecos," shouts a fourth-grade boy above the heads of eighth graders.

"Did Mr. Wilder write another story? I like his *Little House in the Big Woods*. Tell Mr. Brown I said so," another small girl commands.

Some children ask him to bring books they have heard about when they listened to a radio program, *Book Trails*, on Friday afternoon.

While the teacher gives sales talks on new books, Evert checks the returned ones with a child library committee. Though teachers always have the boxes ready, he does have his troubles in securing the right number. Evert is used to teachers because he has been helping to hire them for 32 years while he has been treasurer of Unionville School No. 7 near his farm. They don't make many mistakes, he says. Still, he has found that it pays to trust no one when it comes to books.

"Almost every one of them says I don't

need to check the box because they are all there. I sometimes find one or two missing. All the names are listed on the cover; so it's easy to check."

Four Circuits Established

There are four library circuits and each school receives five sets of boxes during the school year. Evert moves the boxes from one school to another on designated dates, picking up a box or two at each school and leaving them at another school on his route that day. He travels one circuit in a day, leaving at 8 a.m. and returning at about 2 p.m., depending on how much talking he does and which route he is covering. His schedule looks like a Chinese puzzle. However, he seems to find it simple enough except when he travels the Muskego Lakes area. There he doesn't know every other farm and its history as he does in the other three circuits where he has lived. Occasionally Mr. Brown or the supervising teachers, Miss Mayo Blake and Miss Donna Kappes, accompany him on the less familiar routes. Evert admits that he once got lost in the Muskego area and trespassed into Racine County where he attempted to deliver a box of books. "The teacher said she wished they had a traveling library in her county," he explained.

The \$3,500 granted each year to maintain the library is not quite enough to build up the library to capacity, according to Supt. Brown. Only six or eight books are lost in a year, but the books wear out through use. Administrative and maintenance costs do not permit buying the 1500 new books needed annually.

Supt. Brown's dream for the future is the creation of a county library department independent of his office but servicing rural adults as well as school children. The single library of this kind in Wisconsin is in Shawano County. At the present time no state aid is given for libraries in Wisconsin, but other states have developed such county libraries. From such libraries all citizens of the county, both young and old, could borrow books. Under such a setup, libraries already established like those in Pewaukee and Menomonee Falls, etc., could serve as substations. They would have the advantage of being able to change books. Bookmobiles could be used for transporting books to schools where adults, as well as children, could borrow books. Adults and high school students in Waukesha County rural areas now have no library facilities. Tuition students attending Waukesha high school are not permitted to borrow books from the city library. The city library will issue a library card to non-residents for a fee of one dollar, but only eight books may be drawn in a year.

A County Children's Library Envisioned

Brown's dream is a long way from fulfillment. Right now teachers of Waukesha County are finding the County Children's Library "the greatest thing that ever happened to Waukesha County schools." If the teachers themselves had not given so much assistance gratis, the project could never have been expanded as it has, according to Brown. In the summer months when all the books are returned to his office and are prepared for circulation during the next year, Brown begins to wonder if the job isn't "just too big." That's when he dreams of the county library independent of his office.

If a county library for both adults and children ever becomes a reality, Otto Evert will probably be driving one of those bookmobiles. He'll be stopping at these same schools with the Biblical names like Bethesda, Zion, Jericho, and Palestine; or those with a European accent like Glengarry, New Berlin, Denoon, and Torhorst; or those with the flavor of American battlegrounds like Monterey, Battle Creek, and Richmond; or Indian names like Nashotah; or names of early settlers that he knew. "I like to think about those names," Evert says.

"Come rain or sleet or snow, the books must go on," says Brown. "He has never missed his schedule except last year when we had the big snow."



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Weldwood Fire Doors are so dimensionally stable that we guarantee them against sticking in summer or rattling in winter due to any dimensional changes in the door.

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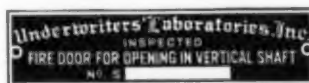
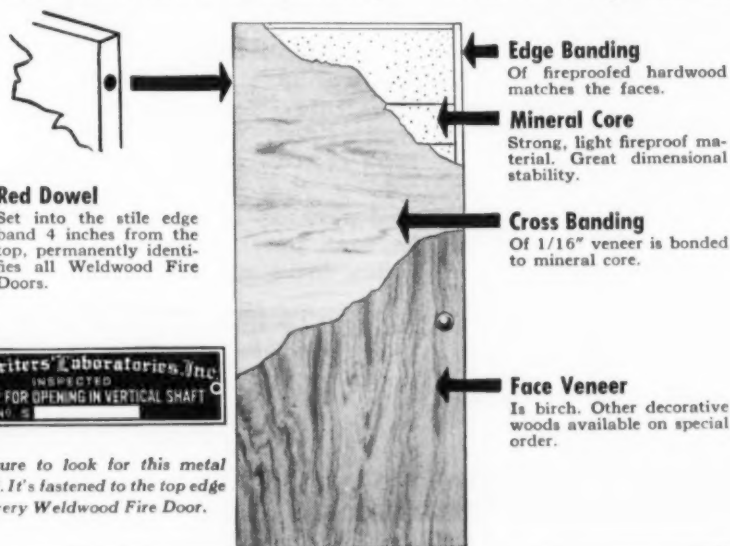
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According to the *Washington Newsletter* of the American Municipal Association, "most municipalities take the exemption from federal taxes on the shipping charges for the transportation of property to or from municipal governments. But not many are taking advantage of the exemption on the transportation of items and materia's

bought by contractors to go into projects built for the municipal government. Probably not many municipalities realize that a contractor ordering materials for a municipal project can have the shipment consigned to the municipality in care of himself and thus obtain the exemption. It is advisable for municipalities to specify in agreements with contractors that the shipments be consigned to the municipality for the contractor and that the bid take into account the saving in transportation taxes.

"The Bureau of Internal Revenue warns, however, that the contractor and the shipment must meet certain criteria: (1) The contractor can have a shipment consigned to the municipality for himself provided he is instructed to do so by the municipality. He cannot do this on his own initiative. The instruction does not have to be in the contract but some states do it that way.

A shipment to the contractor in care of the municipality would not be exempt, since the consignee then would be the contractor instead of the municipality. (2) The shipping papers must clearly show the consignment is to the municipality, or to the municipality in care of the contractor. (3) Items in the shipment must be items or materials which will be incorporated in the project, and must be items to which the municipality ultimately will take title. This denies the privilege in the case of machinery or equipment owned or rented by the contractor—a concrete mixer or a bituminous spreader, for example, which will not be incorporated in the project, or to which the municipality will not take title. Shipments to be bought by the municipality and consigned to it are exempt. This means shipments of fuel oil, coal, or other things bought by a dealer for sale to the municipality can be exempted from the tax if the dealer, on the municipality's instruction, has the shipment consigned to the municipality in his care, provided all the shipment finally will be bought by the municipality."

STANDARDS FOR ACCOUNTING

The National Committee on Municipal Accounting of the Municipal Finance Officers Association of the United States and Canada is developing a series of basic principles to be applied to municipal accounting. The National Committee proposes ultimately to set up standards for reporting including these principles.

School accountants will be interested in the following eight principles, prepared by the Committee and summarized recently by Prof. Lloyd Morey in "Municipal Finance." The principles are as follows:

The Fund Principle: under which the accounts are classified by funds, in keeping with the segregation of resources by funds.

The Segregation of Fixed Items Principle: under which those items relating to fixed assets and liabilities are clearly separated in the accounts and report from those relating to current assets, liabilities, and surplus.

The Budgetary Control Principle: under which budgetary control accounts may be included in the general accounting system, as an integral part of and in a unified group with other accounts of each respective fund.

The Accrual Principle: under which accounting for revenues and expenditures on an accrual basis is carried out as far as practical. Actually, a modified accrual basis, or modified cash basis, is usually satisfactory.

The Valuation Principle: under which consumable and fixed property are carried at cost without making an accounting for depreciation except where self-supporting activities are concerned.

The Terminology and Classification Principles: by which common terminology and standard classifications are employed in accounts and reports.

The Audit Principle: in which the advantage of an independent audit is recognized.

The Report Principle: calling for regularity and uniformity in reports.

NEW ASTM STANDARDS

The American Society for Testing Materials, Philadelphia, Pa., has issued its 1947 supplement to the book of ASTM Standards.

The new supplements are made up of five volumes as follows:

Part I-A, including ferrous metals and materials

Part I-B, nonferrous materials

Part II, nonmetallic materials, including such items as cement, brick, stone, glass, and insulation

Part III, nonmetallic materials, including petroleum products, soaps, textiles, etc.

Part III-B, nonmetallic materials, including electrical, insulation, plastic, rubber, paper, and other items.

The entire collection is sold at \$20, or \$5 per volume.

Teachers' Salaries

TEACHERS' SALARIES IN GREAT BRITAIN

Standard wage scales in the elementary and secondary schools of England and Wales have been adopted by the Burnham Committee which represents the Local Education Authorities (the school boards) and the national teachers' organizations. The scales which are to be in operation from April, 1948, to March, 1951, set up a minimum pay of £300 for qualified men teachers; annual increment, £15; maximum, £555; minimum pay for qualified women teachers, £270; annual increment, £12; maximum, £444.

In converting the scales into terms of American currency it is noted that the official rate of exchange is \$4.03 to the £ sterling, and the cost of living in Britain is about half what it is in the United States. Thus, the starting salary for qualified men teachers is approximately \$1,200 by the rate of exchange, but in terms of purchasing power it is nearer to \$2,400.

The schedule includes a training addition of one increment in pay for teachers who have spent three years in approved study or training in the teaching profession. This one increment will be continued throughout the scale. Graduate assistant teachers are entitled to two increments, and teachers in special schools to two increments. Graduates holding first class honor degrees from universities in the United Kingdom are entitled to one increment at the minimum and two at the maximum. Graduates of universities outside the British Empire may qualify for these additions provided the standard of their training or degree is equal to that of the English Training College or University.

Special allowances, not unlike those in American city teachers' scales are allowed for heads of departments, second masters and mistresses (assistant principals), teachers of special classes, etc.

Head teachers are paid on the basis of the number of pupils on roll up to maximums of £900 for men and £790 for women.

Teachers in the London area receive £36 a year additional which is raised to £41 after 16 years' experience, or when they reach the age of 37 years.

Superannuation allowances are provided under the National Insurance Plan.

TEACHERS' SALARIES

► Burlington, Iowa. The school board has given wage increases of \$140 a year, amounting to \$7,800, to its nonteaching school employees, including janitors, maintenance workers, and administrative employees. The increases are in addition to the regular salary increments and five-year service increases for these workers. The teachers were given similar increases, in addition to increments and bonuses, amounting to \$15,012.

► Westchester, Ill. The school board of Dist. 92½, Cook County, has adopted a salary schedule which raises the base salaries of all teachers \$300 above the base salaries of 1947. The maximum salaries will be \$2,900 for teachers with less than a college four-year degree, \$2,950 for those with a four-year degree; and \$3,050 for those with a master's degree. The base salary requires that a teacher take at least four semester hours of additional training at the end of the first four years in the district to receive the yearly increment of \$100, and a similar four semester hours of work must be taken every three years in the future. The district will compensate each teacher up to \$50 for each course completed. In addition, \$400 is given to a teacher who is the sole support of a family; \$100 to a teacher assigned to a special program in the upper grades, and \$100 to a teacher carrying on extra-curricular activities. Under the sick-leave plan, each teacher is allowed 5 full days and 5 half days of absence each year without loss of salary. The sick leave will be allowed to accumulate up to 15 full days and 15 half days.

► Kansas City, Kans. The school board has



A School Without a Roof?

It would be about as sensible as it would to leave out Spencer Vacuum Cleaning in your new school. Cleaning with mops and brooms would continually stir up dust and spread germs. School authorities agree that absenteeism is reduced and epidemics better controlled when the Spencer type of cleaning is used.

Freedom from dust also means less wax used on the floors, less painting and redecorating, and less wear on rugs, draperies and books. It is easy to clean more frequently with Spencer and the upkeep is very low—frequently as low as one dollar per machine per year.

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adopted a new salary schedule, calling for a beginning salary of \$2,379 and a maximum of \$4,001, to be reached by increases of \$386.40. The schedule recognizes the differential now allowed the men by permitting men teachers to advance \$77.28 each year for five years beyond the present maximum of \$3,615. The second adjustment recognizes the general and accepted national trend which establishes \$2,400 as a starting salary for qualified instructors. The third adjustment reflects the trend toward increased scholastic attainments for elementary teachers, which removes the distinction in maximum salaries between the teachers.

► Providence, R. I. The school board has offered to the local Teachers Association a new plan for both an interim and a permanent solution of the teachers' salary problem. Effective September 1, the present \$300 cost-of-living bonus is to become an integral part of the basic salary of each teacher, and the present salary schedules, A, B, and C are to be discontinued. A new

single-salary schedule has been adopted, with a minimum pay of \$2,400 and a maximum of \$4,800. All teachers are to receive the \$100 increment to which they are entitled under the old schedule. In addition, each teacher in active service on September 1 is to receive a transitional increment of \$200 for the year 1948.

For the year 1949-50 the size of the increment will be dependent on the funds available to pay it. If funds are available, annual increments up to a maximum of \$150 will be given to teachers, subject to the discretion of the superintendent. In order to guarantee the annual \$150 increments to teachers in 1949-50 and thereafter, and to grant the additional \$200 payments to teachers holding degrees, it will be necessary to obtain an additional \$600,000 in school revenue. To provide increases for nonteaching employees and to make adequate provision for nonsalary costs of operation and maintenance, and educational services, an additional \$550,000 will be required.

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SOME EXPERIENCES GAINED UNDER SCHOOL CONSOLIDATION IN UTAH

(Concluded from page 28)

building two of the three rooms are used, one for each of the two teachers. Even with good teaching generally, the educational advantages for the 35 pupils taught in these two rooms would be better in the second school. The financial saving that could be effected by eliminating this small school is shown below.

SAVINGS

1. Salaries of two teachers	\$4,037
2. Operating expense of the building	700
Total annual saving	\$4,737

NEW EXPENSES

1. Additional transportation 4224 bus miles annually at 7.5 cents per mile	\$ 316
2. Additional driver's salary for one additional hour each day	150
Total added cost	\$ 466
Net annual saving possible	\$4,271

If the state subsidy for pupil-transportation covers the transportation cost or any material portion of it, which it will, then the estimated extra transportation cost in this case would also be saved to the district.

In the same district every elementary school building dates back to 1900 or 1896 or earlier; two of the largest operating

elementary buildings were erected in 1896 and 1897 respectively. All of them are the traditional four-, eight-, or twelve-room block buildings laid out with four rooms on each floor, each room of the same size, each room on an outside corner, each room equipped with fixed desks, and the interior of each building consisting of broad central hallways on each floor running from wall to wall and intersecting in the center of each floor. Small toilets, storage rooms, book rooms, lunchrooms, and kitchens have been built into dead ends of halls in these buildings.

But this district has only 5.3 million dollars total assessed valuation, and how it could raise the 1.5 or 2 million dollars necessary to provide needed buildings when its annual current operating program that is thoroughly conservative now requires 30 mills is something of a problem in advanced arithmetic.

This same consolidated school district enrolls a total of 1700 pupils in grades 1-12 inclusive. It maintains two high schools of grades 7-12. It maintains three other junior high schools, of grades 7-9 in two cases, and grades 7-10 in one case; the enrollments are 50 and 39 in the two smallest schools, and 103 pupils in the third case. This district maintains six elementary schools in six towns, no one of which is more than eight miles from a neighboring town and four of which are

within six miles of each other. All of the connecting roads are either first-class gravel or pavement.

The high unit costs in the small schools of this district are shown clearly in the accompanying table. If this consolidated school district is to make defensible use of its scarce school dollars, both state and local, and if it is to reduce its total staff so that it can make advantageous use of specialized teachers and specialized facilities and at the same time improve its financial bidding position in the teacher markets, it must achieve some additional centralization of schools. Thirty years of being a consolidated school district has not reasonably equalized the educational advantages of this district with those provided in other districts in the same state. Neither has it equalized the advantages within its own boundaries for its own children, particularly those of junior high school age.

11. There are scores of things that must accompany an increase in the size of local school administrative units if the purposes of centralization are to be realized in fact. Thirty years of consolidation in Utah has taught conclusively several lessons.

► LLOYD J. DRESSER, of Melvin, Iowa, has been elected superintendent at Swea City.

► C. C. LOEW, of Lawrenceville, Ill., has accepted the superintendency at Urbana, where he succeeds T. H. Cobb.

PROFICIENCY ON THESE 2 NATIONALS



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of account including the general ledger; by hotels for guests' accounts; and by hospitals for posting patients' charges, under either the all-inclusive rate or the specific service rate.

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N.E.A. Summer Meeting Asks Immediate Federal Aid

The summer meetings of the National Education Association have lost their old-time character. Formerly, they attracted great numbers of teachers on vacation, who listened for a week to inspirational speeches on the problems of educational theory and teaching method. The summer conferences of the past five years have set the pattern of a series of business sessions of a Delegate Assembly, consisting of some 2500 elected representatives of state and local teachers' associations and special teaching groups. The sessions are devoted essentially to debates on committee reports relating to teacher welfare and school support. On parallel lines there are discussions of basic public policies on the quality of educational programs, employment requirements for teachers and administrative officials, etc.

Of the vast agenda presented to the Cleveland conference, July 5 to 10, federal aid to education took the first place in interest and importance. The convention renewed the demand that the Congress pass the Taft bill for \$300,000,000 federal aid to education. A memorial was sent to President Truman requesting that he call a special session of Congress in August for the special purpose of passing the federal aid bill.

A discussion of the problem brought out renewed warnings that federal aid is necessary if a dangerous threat to our survival is not to develop. The fact that 600,000 men were rejected for military service during World War II because of illiteracy was pointed out as one of the serious results of the inability of certain states, particularly in the South, to provide sufficient educational programs.

The convention sought an expression from President Truman and Governor Thomas E. Dewey on their attitude toward federal aid. The inquiries were intended principally to force Governor Dewey into the open to commit himself definitely. President Truman has repeatedly expressed his interest and, in fact, sent a special message to Congress recommending the passage of the Taft bill.

The Association Program

The N.E.A., while it is devoting an enormous amount of time to the professional and financial welfare of its members, is primarily interested in education because its leaders realize that in proportion as education fares well, so teaching as a profession and incidentally teachers as professional men and women, will fare well. At the Cleveland convention a number of constructive points were set up in the resolutions as follows:

1. The Association insisted that the states discontinue issuing emergency certificates and set, as a minimum educational requirement qualification for all teachers, a bachelor's degree and in-service training requirements leading to the master's degree or its equivalent. The Association believes that the more than 100,000 emergency teachers should be brought up to standard or eliminated.

2. The Association repeated its former statements on the U. S. Office of Education in a resolution recommending that the office

be made an independent agency, adequately financed, and controlled by a national board of education which would appoint the commissioner of education.

3. The Association is concerned at the growing obsolescence of the school plant and recommends that a building program of not less than 10 billion dollars, to be spent within the next decade, be set up.

4. The Association urged that the states assume a larger proportion of local school costs and take measures to equalize support to enable all children to acquire an adequate education.

5. The supervision and administration of rural and village schools is seriously affected by the low professional standards of county superintendents and their staffs. The Association believes that county superintendents should be appointed by county boards of education rather than elected by popular vote.

6. The Association favored the reorganization of small school districts to eliminate so far as possible one-room schools and to provide schools of adequate enrollment for well-balanced educational programs.

7. The Association requested the immediate passage of the Taft bill providing \$300,000,000 for federal aid to the state school systems.

The N.E.A. has at present a membership of 400,000 teachers and administrative officials. At the Cleveland conference the annual dues were raised from \$3 to \$5 and a budget of \$2,208,450 was approved. An emergency fund of \$106,000 was set up in the budget as a war chest in connection with a legislative campaign to be carried on further for federal aid to schools. The officers elected for 1948-49 include Miss Mabel Studebaker, teacher of biology, Erie, Pa., president; Andrew W. Holt, Nashville, Tenn., first vice-president.



Law of Gravitation Repealed.

— N. Y. Sun

HOUSTON SCHOOLS RAISE EMPLOYEES SALARIES

The Houston, Tex., schools for the 1947-48 school year's action adopted a number of resolutions at the beginning of the next

Beginning February 1, the schools will not be admitted to the state system until the age of five years will not be admitted to the kindergarten. Previously children who had the ages of five or six years within six months of September 1 or February 1, were accepted on payment of a small tuition fee. This is one of the movements to reduce the overcrowded conditions of the schools.

Another movement being considered to reduce the crowded conditions, is the adoption of a 12-month plan. This program has not been fully adopted, but Supt. W. E. Moreland has been instructed to round up a full report on the proposal and this is generally a forerunner of action by the board.

The program would not require that students attend classes a full 12 months in succession, but they could select the 9 months of the 12 which they would like to attend, giving different groups a vacation at various periods of the year. All students will be required to attend the full continuous 180 days as prescribed by the state, and get the usual two weeks' vacation from the 180 days.

It is estimated that such a plan would cut down the educational cost approximately 20 per cent, as well as end, to some extent, the overcrowded schoolrooms where there are from 40 to 60 in a room when the maximum is 30.

Recently Supt. Moreland asked for a recommendation from teachers, principals, and supervisors of the elementary schools in regard to a revised grade school curriculum. On their report the school board adopted a slight change, with plans for future and more far-reaching changes. The new program, favoring teachers, calls generally for more and better teaching equipment, increased help to instructors, and new and more uniform handbooks.

Several new teacher requirements will be put into use; among them are the ability to teach music in the lower grades, more formal grammar in the sixth grade, with more emphasis on the parts of speech; a change in arithmetic in the first and second grades, and all writing postponed until the low third grade. Special emphasis will be put on health education, and a health council will be set up in every school.

Although the committee recommended that 6 supervisors be supplied, the board decided they could have only one, or possibly two, due to the financial setup.

The Houston Teachers Association has called on the board, and the public, for protection against "emotional displays of parents." This action was brought about by a recent happening when an irate mother struck a teacher with an umbrella. "Teachers must be unhampered if they are to do their part in strengthening the moral fiber of the nation," the report read. That the teacher's name was made public and the name of the parent withheld called for further protest by the teachers.

The long disputed question as to whether or not the school board should accept federal lunch aid is still being discussed. After 10 years of continuous aid the local Community Chest has voted against helping to support the free school lunch program, leaving the only source of aid to come from the Federal Government, which the board has steadily voted down on the basis that it would lead to federal control of the schools. Some members, however, insist that this is not the case, that there is no evidence of this in the program as set up.

After many months of waiting more than 3000 employees of the school system will get a \$100 cost-of-living salary adjustment during the 1948-49 school year.

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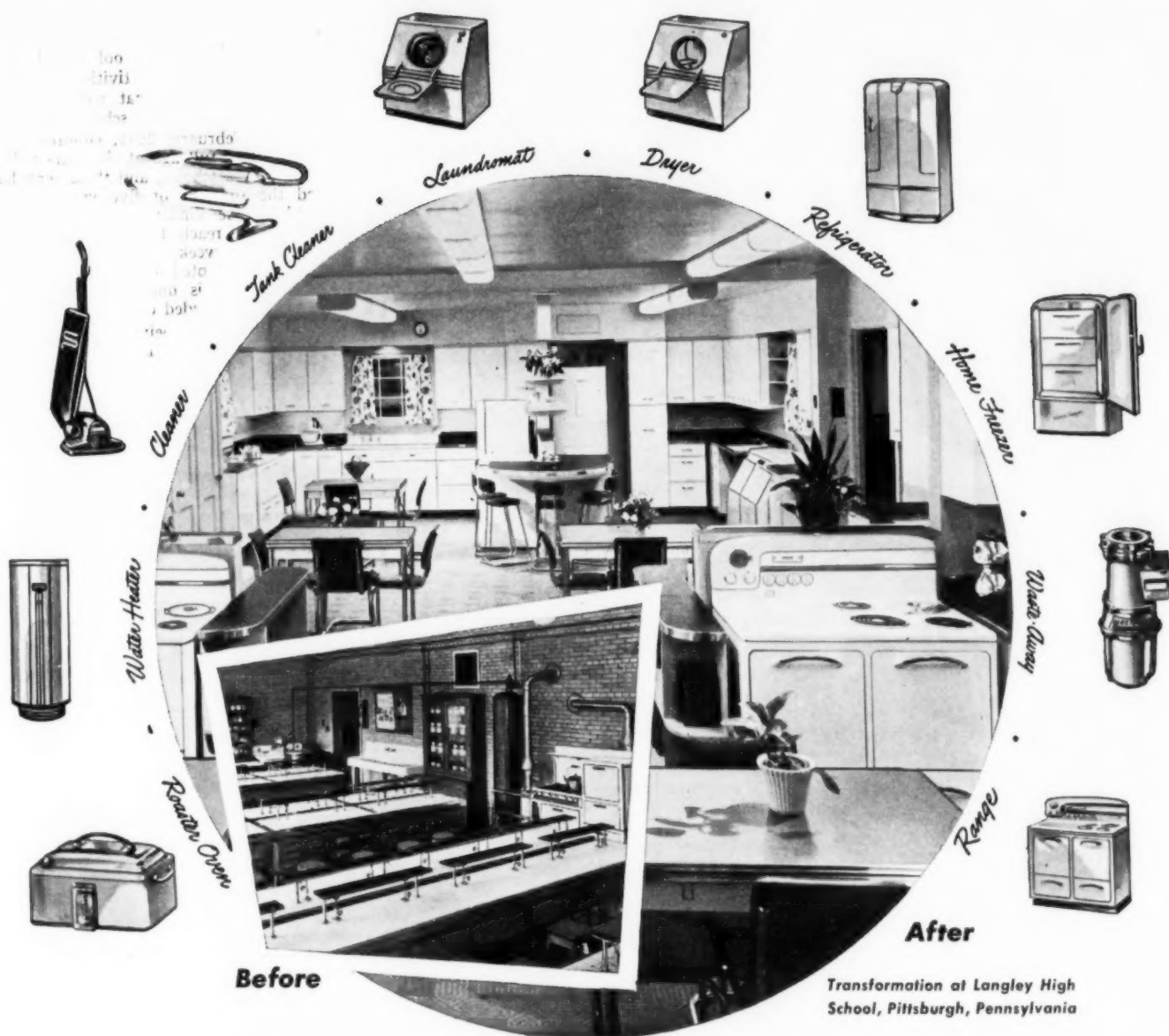
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School Building News

PROPOSE EXPANSION PROGRAM IN GARRETT COUNTY, MARYLAND

Garrett County, Md., is planning an extensive program of school-plant reconstruction which will permit a distinct upgrading of the educational services of both the elementary and secondary schools. A recent survey of the county, conducted by Dr. N. L. Engelhardt, New York, Dr. Edgar L. Morphet, Florida, and Dr. Clarence A. Newell, University of Maryland, indicates that the school building plant of the county is strongly in need of reorganization and reconstruction. The existing elementary schools are housed largely in one-room buildings which are in many instances in disrepair and are entirely unsuited to a modern program of education. The secondary schools, five in number, have enrollments ranging from 127 to 542 and are similarly inadequate to provide a well-arranged program of secondary schoolwork. The county has a system of bus transportation which is excellent but which should be developed on the basis of the new setup of the school plant.

The survey proposes 9 elementary school centers and recommends the immediate closing of 7 one-room schools and the designation of 28 schools as "temporary elementary school centers" to be abandoned as space becomes available in centralized schools and as safe transportation can be arranged.

It is proposed to continue all 5 of the present high schools for the time being, but ultimately to develop 2 high school centers in which full six-year schools for grades 7 to 12 will be conducted. The program contemplates the limitation of all elementary schools to grades 1 to 6.

It is proposed that approximately \$3,500,000 be spent over a period of years to reconstruct the school plant. The county has set aside approximately \$120,000 annually as a capital lay reserve and is authorized to issue bonds immediately to the extent of \$1,500,000 for school-plant alterations. Approximately \$47,000 annually is available from special local and state funds. The survey recommends that the bond issue of \$3,500,000 extend over a period of 25 years and that it cost not more than \$1,137,500 for total interest. It is estimated that the state would contribute nearly \$1,000,000 of this interest cost.

The county has received hearty approval of its program from the state school authorities and from numerous local civic, parent-teacher, and other groups. It is planned to go forward shortly with step-by-step plans which will realize the recommendations of the survey. The immediate local planning is in the hands of County Supt. F. E. Rathbun and Asst. Supt. R. Bowen Hardesty, Oakland.

BALTIMORE BANS REDS FROM TEACHING JOBS

The Baltimore board of education has adopted two rules as the foundation for its new policy relating to Communism. The rules are:

"1. If an educational employee with tenure is found guilty (after trial) of disloyalty to the United States or to our American ideals of democracy he shall be dismissed.

"2. No person whose loyalty to our American ideals of democracy is not clear shall be assigned, appointed, or elected to any position in the school system, or retained in any position in the school system."

In its decision of the rules a public statement of the board declares that "we must recognize Communism for what it is—a world conspiracy to overthrow democracy as we understand it and believe in it. The Communists have amply demonstrated their readiness to misuse our democratic institutions in the furtherance of their own ideological objectives. . . .

"The problem of divided loyalty is one which we cannot ignore. The Federal Government is determined that it is vital to exercise special vigilance to prevent the employment of Communists

on sensitive projects. We know of nothing that can be described more aptly as 'sensitive' than education of children.

"Our refusal to permit the employment of Communists does not violate our position that political belief shall not be a consideration in the selection or retention of staff members. Adherence to the principles of Communism is much more than a political allegiance. It involves acceptance of a whole way of life and of loyalties and activities that are not consistent with our democratic principles. . . .

"We assure our staff that we will not engage in or countenance, hysterical or ill-considered activity in administering the policy, thereby creating unwholesome and destructive insecurity in the minds of a group that has earned the respect and admiration not only of ourselves but of the public in general."

Personal News

► STATE SUPT. BEN H. WATT of Indiana has announced his candidacy for re-election to the office of State Superintendent of Public Instruction.

► N. DURWARD CORY, of Speedway, Ind., has accepted the superintendency at Rochester, Minn.

► JOHN H. HARRIS, of Peoria, Ill., has accepted the superintendency at Cuyahoga, Ohio.

► PHILIP FJELSTED, of Thief River Falls, Minn., has been elected superintendent at Decorah, Iowa.

► S. G. BOYNTON, of Los Angeles Heights, Tex., has accepted the superintendency of the W. W. White Common School District, where he succeeds M. R. Henninger.

► SUPT. FLOYD HINES, of Martinsville, Ind., has obtained a two-year leave of absence to accept a position as specialist in elementary education for the schools of Bremen and Bremerhaven, Germany.

► C. W. MARTIN, of Streator, Ill., has accepted the superintendency at Cicero.

► STANLEY SOPER, of Alpha, Ill., has accepted the superintendency of the Brimfield-Kickapoo district at Brimfield.

► C. C. LGEW, of Lawrenceville, Ill., has been elected superintendent at Urbana, where he succeeds T. H. Cobb.

► RUSSELL J. MOURER, of Missouri Valley, Iowa, has been elected superintendent at Council Bluffs, to succeed G. W. Kinn.

► HAROLD O. WETHERELL, of Gaylord, Mich., has accepted the superintendency at Cheboygan, where he succeeds Wayne Wilson.

► VERNON E. CRACKLE, formerly superintendent of the elementary and high school districts of Crete, Ill., has been elected superintendent of the new Crete-Monee Community Unit Dist. No. 201-U. The new unit has an area of 75 square miles and a student population of 700 students in grades 1 to 12.

► SUPT. J. K. BEAMISH, of Westchester, Ill., has been re-elected for another year. Mr. Beamish has served in the same capacity for the past seven years.

► F. B. DECKER, formerly Deputy State Superintendent of Schools for Nebraska, has been appointed Director of Administration in the State Department. SAM DAHL, formerly supervisor of secondary education, succeeds Mr. Decker as deputy superintendent.

► DR. PHILIP MILO BAIL, formerly dean of the College of Education and director of general education at Butler University, Indianapolis, Ind., has resigned to accept the presidency of the University of Omaha. Dr. Bail who was appointed for a three-year term, entered upon his duties July 1.

► LUTHER C. McRAE, formerly principal of Falmouth High School at Fredericksburg, Va., has resigned in order to become associate professor of education at William and Mary College.

► D. F. WINTERS, formerly principal of the high school at Casey, Ill., has been elected superintendent of the community unit school system at Casey. As head of the new district system he will be in charge of 1450 students and 49 instructors. Construction work has been started in a new elementary school, to cost \$77,000.

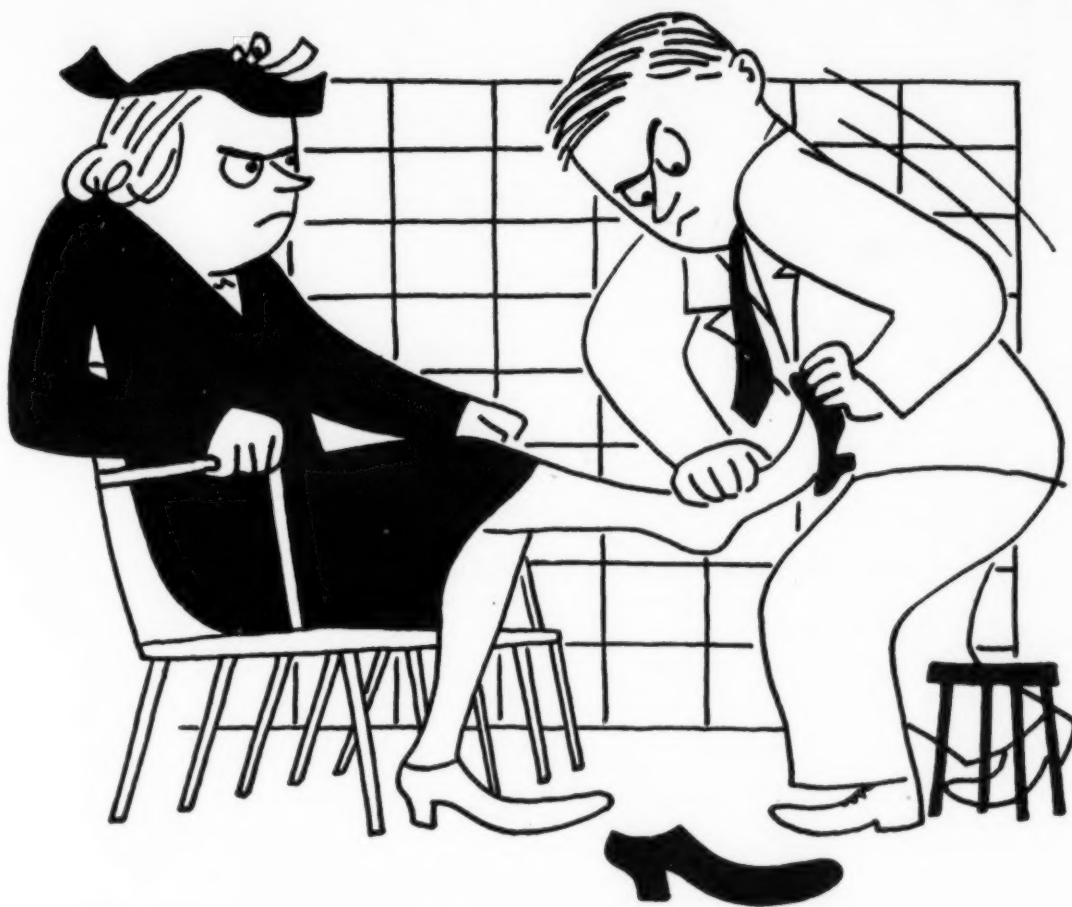
► SUPT. C. D. LAMBERTON, of Berlin, Wis., has been re-elected for a three-year term.

► A. V. LOCKHART, formerly superintendent of the Thornton Fractional Township High School in Calumet City, Ill., has accepted the superintendency of the Thornton Township High School in Harvey. JAMES LEONARD has succeeded Mr. Lockhart at Calumet City.

► E. E. WESTERHOUSE, superintendent of schools at Arcadia, Calif., has asked and been granted a release from his contract with the board which has two years to run. The board will shortly elect a new superintendent, and will be guided by the advice of the University of Southern California and the State University at Los Angeles.

► RUSSELL WILKIE, of Minatare, Neb., has accepted the superintendency at Gering.

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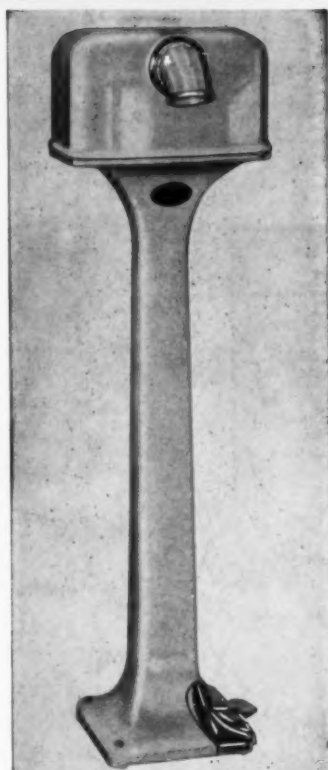
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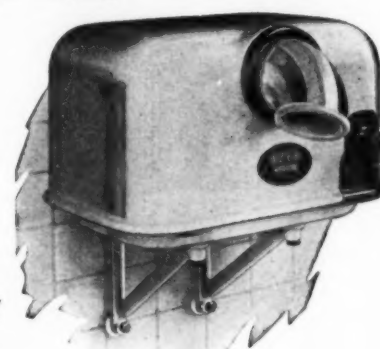
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School Administration News

REORGANIZATION RECOMMENDED

The Pennsylvania District Superintendents' Association has recommended to the State Council of Education the reorganization of rural and small borough school districts on the basis of "natural, social, business, economic, and educational interests regardless of existing political boundaries." The need for reorganization, in the opinion of the superintendents, is urgent if the educational welfare of the children is to be preserved and educational opportunities, as well as local autonomy, are to be maintained.

COMPLETE EYESIGHT SURVEY IN WAUKEGAN, ILL.

An eyesight survey of the children in the public grade schools of Waukegan, Ill., was completed during the school year 1947-48, under the direction of Dr. F. V. LeMieux, an optometrist of Waukegan.

At the request of Dr. LeMieux, the school board allotted the sum of \$700 for the necessary testing equipment, including a projecto chart, a telebinocular, a retinoscope, and a phoropter. The aid of the Young Women's league was obtained to supply numbers to assist with the telebinocular screenings, and optometrists and oculists of the city were solicited to help with the work. A schedule of school days was arranged for a monthly period, and optometrists were listed in alphabetical order so that no doctor would be away from his office on the same day each week. The doctors checked every card after the completion of the assistants' work, and if the findings were doubtful the doctor would recheck the child's eyes at once. Children found to be in need of glasses or visual training were referred to the family eye doctor.

Under the schedule the doctors were able to screen 30 to 40 children each morning. The equipment was moved from school to school as the work progressed. In May, 1948, a total of 3306 children had been screened in ten schools.

In reporting on the findings, Dr. LeMieux said that 502 out of 3306 children had been referred to their own eye doctors for further examination. This is 15.2 per cent of all the children screened. About 3 per cent of the children already wearing glasses were found to be correct. A total of 18 per cent of the children were in need of glasses or visual training.

For the school year 1948-49 the doctors are asking the school board to employ a full-time girl to do the telebinocular screening. This will relieve the doctors and permit them to inspect all the check cards and compare the findings. The doubtful cases can again be refracted in their own school whenever necessary, and then sent to their own eye doctors. This will save a lot of time for the doctors and will permit all the screening to be done in the first half of the school year.

CANTON TEACHERS AIDED

Teachers of Canton, Ohio, have received the benefit of a \$5,000 grant from the Timken Roller Bearing Company Charitable Trust. The grant is the first expenditure from a \$200,000 Charitable Trust Fund, established in 1947, to be used in the making of gift payments or contributions "for the use of any corporation, trust, or community chest fund or foundation created and organized in the United States and organized and operated exclusively for religious, charitable, scientific, veteran rehabilitation service, literary or educational purpose."

The Fund, which is irrevocable and is administered by a local bank, is independent of the Timken Foundation, organized in 1934 by members of the Timken family. The Trust advisers include three well-known citizens.

The \$5,000 grant provides 20 scholarships for teachers who may pursue summer study to improve their qualifications as teachers. In each case the grant covers 75 per cent of the total cost of the study but not more than \$250. The primary purpose of this scholarship program for teachers is to promote consistent and continuous improvement of standards of instruction in the Canton public schools.

In securing candidates considerable weight is given to the type of advanced study proposed by the applicants. In each case, it is required that the summer work will result in more efficient teaching.

The immediate control of the selection of teachers has been placed in the hands of the Canton Scholarship Foundation, an independent organization which since 1922 has helped 178 graduates of the Canton high schools with loans to assist in their higher education.

Supt. Harold S. Vincent, of the Canton schools, considers the enterprise unusual and valuable for local school betterment.

DAKOTA BANS NUNS IN SCHOOLS

A measure which bars public school teachers from wearing religious costumes won by a small majority in the election in North Dakota. It had a favorable vote of 88,125, with 84,331 opposed, in returns from 1857 of 2267 precincts.

The proposal was taken to the electorate as a result of the employment of nuns as teachers in public schools in several communities whose population was predominantly Catholic. Opposition to this employment included a number of protestant clergymen.

► E. ROY ZEY, of Waverly, Mo., has been elected superintendent at Warrenton, to succeed C. A. Craig.

► FRED STARR, of Farmington, Ark., has accepted the superintendency at Elkins.

► RICHARD EWAN, of Osceola, Mo., has been elected superintendent at Rich Hill.

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(ADDITIONAL ITEMS NEEDED)

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PHILADELPHIA SCHOOL NEWS

Two judges have reserved decision after a preliminary hearing on an application for an injunction, which would compel Philadelphia school authorities to abandon the so-called "mass promotion system." The action, brought by a group of taxpayers, named Superintendent of Schools Dr. Alexander J. Stoddard and the board of education as defendants.

The complaints, in general, are that school authorities have violated the 1911 school code by failing to hold examinations to test the proficiency of children in basic subjects, and by promoting them from grade to grade on the basis of age groups and without regard to merit.

► A \$12,000,000 school-bond issue has been authorized by the business committee of the Philadelphia board for its building program. Add B. Anderson, board secretary, said the program will cost about \$19,000,000 and that about \$4,600,000 is now on hand for building.

Architects were named to draw plans for four elementary schools, a junior high school, and a school for crippled children. A high school contract was awarded to John McShain, Inc., on the firm's bid of \$3,652,000 for construction of the school in the Mayfair section. Three elementary schools, under construction, are included in the program.

► Franklin Davenport Edmunds, a Philadelphia architect, died in Milbourne, Pa., July 3, at the age of 73.

He was the son of the late Henry R. Edmunds, president of the Philadelphia board from 1902 to 1917. The son shared his father's interest in the Philadelphia schools and in 1906 became associated with the board's department of buildings. He was the author of an eight-volume history of the Philadelphia schools.

► Efforts of the school board of DuPont Borough, Luzerne County, Pa., to remove Miss Cecil T. Dugan as supervising principal have ended in failure.

The State Supreme Court has upheld Luzerne County Judge W. A. Valentine, who ruled last December that Miss Dugan, head of the DuPont schools since 1928, was demoted in December, 1946, contrary to provisions of the Teachers' Tenure Act. On demoting Miss Dugan, the school board named as her successor Louis Ritzie, brother of a board member. The effect of the state court decision, it was said, places the board in the position of having binding contracts with two persons for the same position.

► The Harrisburg, Pa., School District has directed that funds from school activities, including athletics, be turned over to the district treasurer in compliance with a State Superior Court ruling.

The ruling, handed down recently in the case of the Hatfield Township school district, Montgomery county, maintains that a school district is responsible for making an accounting of all finances within the district. The Harrisburg district treasurer has set up a separate accounting system for each activity.

► The question of teachers' salaries continues to trouble the board of education of Philadelphia, Pa. Recently representatives of ten public school employee and labor groups presented petitions for higher pay to the board. The Philadelphia Public School Council asked for at least a \$150-a-year increase for teachers and a maximum of \$5,200 instead of the present \$4,275.

The petition said: "We are aware that such a schedule will involve an outlay beyond the present foreseeable income of the board. A salary schedule is a declaration of intent. Such a declaration on your part at this time would give employees a new spirit, a new feeling of security. We believe the public will support such an essential move, and that the legislature will see the necessity of providing revenue. The school employees believe that the board has been fair in its intent."

The Council's proposal would mean \$950,000 added to the budget for 1948; \$3,000,000 for

1949, and \$4,700,000 for 1950. The Philadelphia Teachers' Association and the board view from opposite angles \$800,000 in school receipts. Technically this is a "surplus" above the 1948 school budget of \$44,300,000 adopted last fall, and the teachers want it used for cost-of-living adjustments in salaries.

In reply, Add B. Anderson, board business manager and secretary, says: "The board has the \$800,000, but we cannot regard it as a surplus. The board is carrying over a deficit of \$2,100,000 from last year—created by salary increases granted then in anticipation of revenue from the new mercantile and personal property taxes that went into effect last January.

"To keep the board's financial position sound, this \$800,000, plus \$500,000 appropriated in the budget, should be applied to last year's debt, and even then there will remain an \$800,000 deficit at the end of the current year." The board may not be able to give a definite answer to the teachers' request before September, Anderson said.

PLANNING A WORKING CONVENTION

A preliminary announcement for the St. Louis convention of the Association of School Business Officials, to be held October 11 to 14, indicates that the program will be of the practical type and that the Association will continue to earn its reputation as a hard-working group.

The exhibits and meetings will be held at the Jefferson Hotel and extensive preparations are being made by the St. Louis school authorities for visits to the newest school buildings, school supply headquarters, and the school administration building.

ST. PAUL GROUP PLANS RAISING OF CITY FUNDS

Mayor Delaney, of St. Paul, Minn., has been asked to name a citizens' committee to plan the raising of city funds by higher real estate taxes or by special taxes. Selmer Berg, superintendent of schools, told the group that a school budget of \$6,750,468 has been set for 1949.

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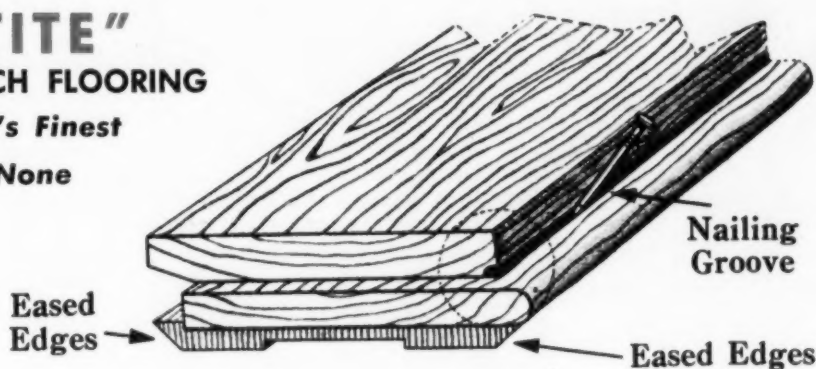
By using the coupon below you can achieve a short-cut to information about the particular needs of your school. No need to write a letter. We will answer your request by return mail.

At left is illustration of an installation made by Walrus at the Northwest Junior High School Domestic Science Department, San Antonio, Texas.

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Behind The Mills — The Connor Timber Stands

TEACHER THERE GOES YOUR HALO

(Concluded from page 43)

On the sunny side of my experience, I can look back in my old age and say that I helped build our school from a four-room, four-teacher school into a thriving ten-teacher school. I helped develop the policies which have greatly broadened the scope of our educational program during the difficult years of the war. I have pored over the blueprints which will probably double the capacity of the building during the next five years and give us rooms that will make the school a real community center. I have the satisfaction of knowing that I helped argue down the CPA who approved the erection of three beer parlors in our district and three times rejected an application to build an addition to our overcrowded school.

You ask me if I have satisfied that inner urge to be a school teacher, and do my bit for mankind? Did I ever actually say a thing like that? You must be mistaken, Mister. The thing I said was, "Thank heaven, when the decision was lovingly urged upon me at the tender age of 17, I had the common sense to marry the farmer."

Wanted: Applications for school clerk to replace retiring incumbent. Good salary, light work, short hours; interesting and educational. Apply to Chairman, Board of Directors, School District No. 10, Podunk County.

SHALL TEACHERS FIX THEIR SALARIES

(Concluded from page 31)

6. Special Duties and Skills

Athletic coach	
Football	8 points
Basketball	12 points
Baseball	4 points
Track	4 points
Intramural	2 points
Music	30 points
Guidance	30 points
Agriculture	30 points
Grade school principal	5 points
Visual aid co-ordinator	5 points
Speech activities	5 points
Dramatics	5 points
School patrol	3 points
Annual	5 points
School paper	3 points
Home economics	3 points

All who are assistants to the above shall receive half the number of points as the above.

The total number of points assigned to a teacher according to the above schedule is to be multiplied by a dollar-per-week value which would automatically decide the annual salary. What the dollar-point value should be depends upon the cost of living from year to year, and would then rise or drop with a reliable cost of living index suitable to the local and current conditions.

The above schedule is far from perfect; it is not suggested as the panacea for all salary ills. However, the principle of it is worthy of more study.

DR. STUDEBAKER RESIGNS AS COMMISSIONER OF U. S. EDUCATION

Dr. John W. Studebaker announced on June 29 his resignation from the \$10,000 a year job as U. S. Com-

missioner of Education because "he could no longer afford to remain in the Federal Government." The resignation, effective July 15, was accepted by President Truman. Dr. Studebaker has become vice-president and chairman of the editorial board of *Scholastic* magazines.

PERSONAL NEWS OF SUPERINTENDENTS

► EDMUND P. SCHWAN, of Waukesha, Wis., has been elected superintendent of schools at Williams Bay, to succeed Kenneth Viste.

► HAL J. KENNAMER has accepted the superintendency at Paris, Ark.

► RAMON RENO, of Westville, Okla., has accepted the superintendency at Barnsdall.

► W. H. MURRIS, of Turpin, Okla., has been elected superintendent at Douglas, to succeed L. S. Tarrant.

► C. T. STEPHENS, of Social Circle, Ga., has accepted the superintendency at Cuthbert.

► JOHN B. SULLIVAN, of Stephenville, Tex., has been elected superintendent at Los Angeles Heights.

► SUPT. PHILIP J. HICKEY, of St. Louis, Mo., has been re-elected for a four-year term, at a salary of \$15,000 per year.

► GORDON M. BLY, of Independence, Iowa, has been elected superintendent at Parkersburg.

► ERNEST V. MANCHESTER, of Dayton, Iowa, has accepted the superintendency at Graettinger.

► SUPT. J. R. GRANT, of Pocahontas, Iowa, has resigned to start his graduate work at the University of Colorado.

► RUSSELL LECRONIER, of Bad Axe, Mich., has accepted the superintendency at Mt. Pleasant.

► L. P. CUSHMAN, of Greenville, Mich., has accepted the superintendency at Owosso.

► HOLLIS MOORE, of Austin, Tex., has accepted the superintendency at Greeley, Colo., where he succeeds Glenn T. Wilson.

► A. W. COLEMAN, of Exeter, N. H., has accepted the superintendency at Lynn, Mass., where he succeeds J. W. Vose.

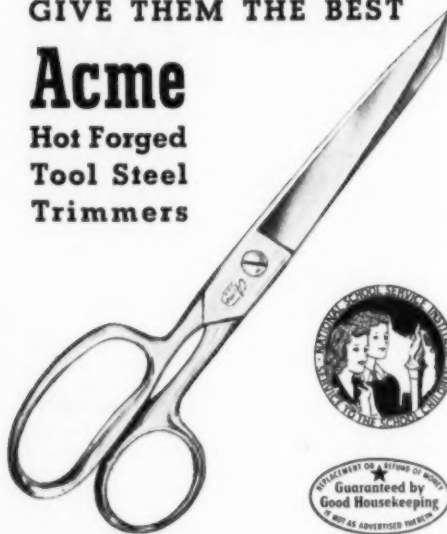
► H. W. HIGHTOWER has been elected supervising principal of the city elementary schools of Effingham, Ill. Mr. Hightower is also in charge of textbooks and materials for the 23 schools of the new Unit Dist. 40 of which Effingham is a part.

HIGH SCHOOL!



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SHALL THE PROSPECTIVE SUPERINTENDENT QUESTION THE BOARD?

(Concluded from page 18)

either complete or ideal. Men who are growing in the profession must find such answers. If the predominance of answers do not point the way to a promising future for education, how can they offer a challenge to the most competent administrators?

Through the questions asked by the board will the board be measured. The aims and hopes of the superintendent will be measured by the questions asked by the candidate. If the candidate has no concern for the conditions in the community before he is elected, he might have little concern after election.

Measuring the community is as essential as measuring the man. A new superintendent always has some kind of fit in a new situation. What will it be?

OUR CHILDREN WON

(Concluded from page 24)

for adjustments may be made from time to time.

As a result of this carefully planned study, the teachers of the San Diego city schools may now expect a reasonable work load. Our children are the winners!

JOB EXPERIENCE TRAINING IN A SMALL HIGH SCHOOL

(Concluded from page 30)

commercial students. Ashland stands ready to contribute further assistance."

W. H. Stern of the Aspinook Corporation wrote: "I am very much in favor of your on-the-job training program wherein you allow students to perform actual office work during, and as part of, their high school curriculum. This serves the same purpose as the internship for a medical graduate and introduces the student to the importance of accuracy and speed in work, and helps him understand the necessity of co-operation. It also gives us the opportunity to know a prospective employee."

NEWS OF SCHOOL OFFICIALS

► JOHN L. GOODLOE, president of the school board of Staunton, Va., resigned on July 1. Mr. Goodloe who had been a member of the board since 1916, had served as president of that body since 1920. He held the record for the longest period of service on the board.

► The school board of Oconto, Wis., has elected M. L. ROBINSON as president, to succeed Donald S. DeWitt, who has resigned after twenty years' service.

► ROY E. MUMMA has been re-elected president of the school board at Decatur, Ind.

► The school board of Pasadena, Tex., has reorganized with T. JAY FOSTER as president, and HARLEY FISHER as secretary.

► EWING WERLEIN has been re-elected president of the board at Houston, Tex.

► WALTER BIDDLE SAUL, new president of the Philadelphia, Pa., board of education, has appointed WILLIAM H. LOESCHE, a Girard Trust Co. vice-president, as chairman of the Business Committee of the board. Mr. Loesche became a member of the board in 1932.

► E. S. HOLLINGSWORTH has been elected secretary of the school board at Fitzgerald, Ga., to succeed L. L. Harrell.

► DAVID R. TUELL has been elected president of the school board at Tacoma, Wash. R. W. COPELAND was named vice-president.

► The school board at Wauwatosa, Wis., has reorganized with DR. WILLIAM H. MCGILL as president; ROBERT J. WILSON as vice-president; and WILLIAM J. TRETTING as secretary.

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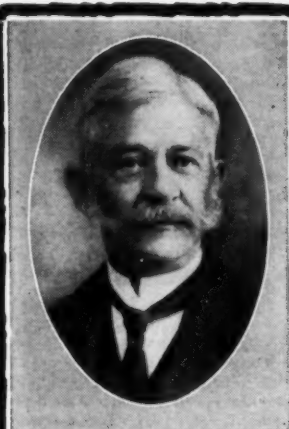
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NEW WATERPROOF ALUMINUM PAINT

The new Valdura asphalt aluminum paint, manufactured by the American-Marietta Company, is 98 per cent waterproof due to an exclusive blending of special processed Gilsonite asphalt and synthetic resin with tung oil. The special asphalt is an enduring weatherproofing substance which, together with synthetic resin and tung oil, makes the asphalt aluminum paint outlast, out-protect, and outwear conventional aluminum paints, according to M. J. Monahan, technical director of the firm.

It is pointed out that five years' service is assured with one coat of Valdura asphalt aluminum paint over properly primed metal, and two coats of the paint will give considerably longer wear. Repeated tests have proved that Valdura asphalt aluminum paint defies weathering and won't crack under severe temperature changes or constant vibration. It withstands rain, snow, ice, salt, subzero weather and tropical heat.

American-Marietta Co., 154 East Erie St., Chicago 11, Ill.

For brief reference use ASBJ-801.

NEW VOIT 850 TETHERBALL

The new Voit 850 tetherball, manufactured by the W. J. Voit Rubber Corporation, is covered with smooth, tough white rubber that is waterproof and washable for highest visibility, yet easy on the hands. The carcass of the ball is of extra-strong Voit-made fabric designed for this ball in the Voit textile mills. The inside bladder is of black, natural rubber. The new hitch is counter-sunk inside the ball, which prevents hand bruises, and makes the rope replacement swift and simple. Complete with 8-foot rope and standard needle, the school price is \$7.25.

W. J. Voit Rubber Corporation, 1600 E. 25th St., Los Angeles, Calif.

For brief reference use ASBJ-802.

NEW VOIT T-851 TETHERBALL

New Voit T-851 tetherball, another product of the Voit Rubber Corporation, is fully molded of soft red rubber especially designed to withstand hard playground use and adverse climatic conditions. It incorporates the new Voit hitch, which prevents hand injuries, and makes rope replacement swift and simple. Complete with 8-ft. tether and standard needle, it sells at \$4.50.

W. J. Voit Rubber Corporation, 1600 E. 25th St., Los Angeles, Calif.

For brief reference use ASBJ-803.

FLUORESCENT LUMINAIRE FOR SCHOOLS AND INSTITUTIONS

The Westinghouse Electric Corporation has announced a new two-lamp fluorescent light, Type CD-80, intended to harmonize with modern architectural treatments in schools and educational institutions. The unit is available with steel-louvered bottom or translucent plastic bottom, is easily convertible, and can be used for the varied requirements of schools.



Two-Lamp Fluorescent Fixture for Schools.

The luminaire is well shielded and assures maximum diffusion with low brightness. For classrooms, the louvered bottom is easy to maintain; dirt does not collect on the surfaces and there is no place for the collection of chalk and the like.

The plastic side and bottom panels are built for strength, durability, and rigidity. Two positive-acting lock springs at the ends of the luminaire can be released by finger action to permit easy removal of the plastic. Starters and ballasts are accessible without removing the lamps.

Westinghouse Electric Corporation, P.O. Box 868, Pittsburgh 30, Pa.

For brief reference use ASBJ-804.

HERMAN NELSON BEGINS CONSTRUCTION OF NEW BUILDING

The Herman Nelson Corporation, manufacturers of heating and ventilating products at Moline, Ill., has awarded contracts for the construction of a new factory building to add 56,000 square feet of additional space.

The building which will be one story, of steel construction, will be completed at a cost of \$200,000. With its completion early in October, the firm will enjoy increased operational efficiency and will have additional manufacturing and warehousing space available.

PITTSBURGH CORNING SCHOOL FOR LIGHTING

Problems relative to the daylighting of classrooms with PC prism light-directing glass blocks received special attention at the annual sales seminar, held by the Pittsburgh Corning Corporation, at the Port Allegany, Pa., plant recently.

An informative book on the use of PC Glass Blocks in Schools is available on request.

Pittsburgh Corning Corporation, Pittsburgh, Pa.

For brief reference use ASBJ-805.

NEW BUILDINGS FOR MACK TRUCKS, INC.

The erection of four ultramodern buildings as additions to its existing engine manufacturing plant at Plainfield, N. J., as well as alterations to present structures, has been started by Mack Trucks, Inc. When completed the additions and alterations will provide a motor test room with dynamometers and the latest type equipment providing cooled filtered oil to each engine and partial power recovery, as well as space for the housing of the entire office staff, the executive engineer and his department. In addition, the entire plant will be rearranged with new machinery, replacing obsolete equipment for more economical and efficient manufacture.

Mack Trucks, Inc., Empire State Building, New York City.

Publications for School Business Executives

Handbook for School Custodians

By Alanson D. Brainard. Paper, 262 pp., \$1.75. University of Nebraska Press, Lincoln, Neb.

This book outlines in very complete form the duties of the school janitor and describes the materials and methods of housekeeping, plant maintenance and repair, and heating and ventilation. The opening chapters discuss the responsibilities and general duties of the custodian, his relations to other members of the school staff, and the personal qualities and training needed for the efficient performance of the job. Perhaps the most helpful chapter of the book is the one which outlines the importance and the time allotment for various types of cleaning, firing, and general operation jobs and which will enable the janitor to estimate the fairness of his daily work load and to judge his own efficiency in terms of time used for specific daily and weekly jobs. A series of long chapters is devoted to cleaning tools and materials, care and treatment of floors, painting, operation of heating plants and ventilating devices, fire prevention methods, accident minimization, care of lighting fixtures.

The maintenance and repair work done by janitors varies so much according to communities and buildings that the authors have prudently suggested only those minor repairs and renewals which every janitor may be expected to provide. A final chapter describes the commonly accepted jobs of cutting grass and caring for shrubs, flowers, walkways, and playgrounds.

The entire work has a practical, factual air and is completely built up on experience and observation of successful methods. Just enough attention is devoted in each chapter to the underlying principles upon which the recommended procedures are based that the reader has an understanding of the reasons for using certain materials and tools in place of other and older things, of doing jobs in the manner called for, etc.

The book is one we should like to have used as required reading by every janitor—and referred to periodically as a refresher.

Heating, Ventilating, Air Conditioning Guide, 1948

Volume 26. Price, \$7.50. Yearbook of the American Society of Heating and Ventilating Engineers, New York 10, N. Y.

The annual editions of the *Heating, Ventilating, and Air Conditioning Guide* are welcomed as indispensable tools. (1) They contain accurate and inclusive information on all engineering aspects of the field, (2) the scientific findings in the related areas are carefully introduced as soon as they have been verified. The present 26th edition has new data in 25 of the 51 chapters and especially useful facts in mechanical warm air systems, automatic controls, unit heaters and ventilators, air distribution, central air conditioning systems, heating and cooling loads, etc. The catalog data section is again comprehensive as well as up to date.

School Building Needs Survey in Tacoma, Washington

Compiled by Howard R. Gould and Associates. Paper, 131 pp. Board of Directors, Dist. No. 10, Tacoma, Wash.

This survey headed by the superintendent of the Tacoma schools embraces (1) an evaluation of the educational fitness and the constructional condition of the several school buildings; (2) a comprehensive study of the school population and enrollment with emphasis on probable changes in the future; (3) specific recommendations for making each building acceptable from the standpoint of educational service, safety and structural soundness, specific recommendations for the refinishing and equipment of classrooms, auditoriums, cafeterias, and libraries of elementary schools are provided. In the course of the study, valuable information was also gathered on special aspects of the school census, particularly of pre-school children, the insurable value of school buildings, unoccupied property owned by the school district. The study made use of the Strayer-Engelhardt rating scale and found only two of the elementary schools with a score above 500.

The school-by-school analysis includes definite recommendations for bringing up to date the delayed maintenance and for extensive remodeling and additional construction. The chief needs as found are more adequate playgrounds, the addition of auditorium-cafeterias, libraries, and permanent classrooms to take the place of temporary construction. The maintenance recommendations include particularly the improvement of toilet rooms and the fireproofing of certain critical building areas. It is interesting to note that the abandonment of all third floor classrooms is made an essential improvement. The study does not include an extensive consideration of the elements of cost and financing. The standards set by the survey are high and Tacoma may be congratulated on its school plant if the present recommendations can be put into effect during the next five years.

A Study of Public-School Building Needs in Xenia, Ohio

By W. R. Fleisher, E. B. Sessions, E. D. Jarvis, and T. C. Holy. Paper, 81 pp. Bureau of Educational Research, College of Education, Ohio State University, Columbus, Ohio.

This study indicates that Xenia has an elementary school plant which is architecturally obsolete and definitely lacks many of the facilities needed in a modern educational program. The high school plant on the other hand is well located and well built and deficient only in classroom space for teaching special subjects and general health rooms. Carefully planned remodeling will give the city complete, satisfactory high school buildings. The surveyors recommend the erection of two new elementary buildings and an extensive modernization of two old buildings. They recommend with excellent reason the abandonment of two small buildings which are more than forty years old. The entire survey is conservative in its outlook and recommends changes to fully meet the school program well within the economic ability of the community.

A Comprehensive Plan for School Plant Development in Passaic, New Jersey

Compiled under the direction of Clark W. McDermith, Supt. Paper, 28 pp. Published by the board of education at Passaic, N. J.

Contains an over-all statement and a master plan for a long-term school plant program for meeting the local educational needs, in terms of school buildings and plant facilities. The report implements the survey made by Dr. H. H. Linn and recommends (a) the abandonment

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During the month of June contracts were let in 11 states west of the Rocky Mountains for 12 school buildings, to cost \$3,416,167. Buildings in preliminary stages were reported in the number of 31, to cost \$20,827,364.

of four buildings, (b) the modernization and rehabilitation of six buildings, (c) the construction of two additions and three entirely new buildings, (d) improvement in lighting and conversion of certain areas in three buildings. The exact character of the work to be done is outlined and estimates of costs are provided. At present costs the work will involve the expenditure of nearly 5.6 million dollars. The immediate outlays for the first stage of the work are to be held within \$334,617 now in hand, plus \$845,000 to be raised. The second and third steps of the total program include final plans for a new senior high school and the development of plans for the conversion of the present high school into a junior high school.

Court Decisions on Teacher Tenure
Paper, 16 pp. National Education Association, Washington 6, D. C.
Sixteen cases in nine states are here reported. Of these the courts upheld the school boards in eight of the cases, found procedural defects in 4 cases which made the board's action invalid.

School

Finance and Taxation

► Minneapolis, Minn. The city council and the board of estimate and taxation have been requested by the school board to make plans for an emergency \$2,000,000 bond sale, which is necessary to keep the schools in operation through the last three months of the year. Supt. H. B. Bruner urged the board to seek immediate financial relief should there be some delay in plans for school reform. He said there was need for raising a sufficient amount of funds to bring the school system to an even keel as soon as possible. The board has approved a charter chapter on education and the request that immediate steps be taken to bring the proposal to the voters in the form of a separate amendment.

► St. Louis, Mo. A record budget of \$18,276,663 has been unanimously approved by the school board for the school year 1948-49. Before the finance committee recommended approval of the budget, \$300,000 was cut from it, which means that 45-pupil classrooms will go on and that certain necessary repairs will not be made. Higher salaries for board employees and higher costs of materials have increased budget requirements. About 78 per cent of the budget is for salaries and wages, 3 per cent for retirement, and 17 per cent for supplies and equipment.

► The cost of operating rural schools in Nebraska has increased 98 per cent during the past ten years, while enrollment during the same period has dropped 46 per cent, according to State Superintendent Wayne O. Reed. During the same period, the expenditures of city schools have risen 56 per cent and enrollment has declined 26 per cent.

During the period, the per pupil cost of rural schools based on average daily attendance, increased from \$62.69 to \$182.33. The city schools have increased from \$68.94 to \$156.08, and for all schools it has risen from \$67.28 to \$162.47.

► The Boston school committee has adopted a budget of \$20,748,106 for the 1948-49 school year. The largest single item is the salary account for teachers and principals, amounting to \$15,319,541, and wages of custodians and nonteaching personnel, amounting to \$1,293,032.

The school committee will also expend \$1,680,538 for repairs and alterations to school buildings.

WILL HOLD CONVENTION

The National Institute of Governmental Purchasing has announced its 1948 convention and exhibit, to be held at the Bellevue-Stratford Hotel, Philadelphia, October 18-20. Information on the meeting is available from Director Albert H. Hall, 730 Jackson Place, Washington, D. C.

SCHOOL BUILDING CONTRACTS

During the month of June contracts were let in 11 states west of the Rocky Mountains for 12 school buildings, to cost \$3,416,167. Buildings in preliminary stages were reported in the number of 31, to cost \$20,827,364.

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